

Massachusetts. Dept. of Public
Welfare.
Annual report. 1942.

FEB 12 1945

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AND FINANCE

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THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Rotch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-third Annual Report of the Department of Public Welfare, covering the year from December 1, 1941, to November 30, 1942, is herewith respectfully presented.

Members of the Advisory Board of the Department of Public Welfare:

Date of Original Appointment	Name	Residence	Date of Expiration
Dec. 1, 1936	Frederick P. Schmid	Boston	Jan. 31, 1943
Jan. 10, 1940	Robert Cutler	Boston	Jan. 31, 1944
	Resigned Aug. 15, 1942		
Sept. 9, 1942	Henry R. Guild (Vice Robert Cutler)	Needham	Jan. 31, 1944
Dec. 1, 1938	Marjorie R. Stoneman	Brookline	Dec. 1, 1941
Dec. 10, 1941	Selma C. Bernkopf (Vice Marjorie R. Stoneman)	Brookline	Jan. 31, 1945
June 26, 1940	Walter H. Shales	Worcester	Jan. 31, 1943
Nov. 1, 1939	David W. Armstrong Resigned Dec. 3, 1941	Worcester	Jan. 31, 1944
Dec. 10, 1941	Francis C. Gray (Vice David W. Armstrong)	Boston	Jan. 31, 1944
Dec. 1, 1935	Mary W. Roberts	Newton	Jan. 31, 1945

COMMISSIONER'S REPORT
FOR THE YEAR ENDING NOVEMBER, 1942

The year 1942 brought many problems for the Department of Public Welfare because of our country's entrance into World War II. In the early months of the year, the Social Security Board urged upon the states the preparation of plans to safeguard the people who might be affected by enemy action or the threat thereof. It marked a very close association with the Massachusetts Committee on Public Safety, particularly with three of its divisions - the Evacuation Division, the Health and Social Services Division and the Services and Supplies Division. The Governor issued Executive Order No. 30 which placed the responsibility jointly on the Department and the Evacuation Division for caring for people affected by enemy action or the threat thereof. At the same time, he provided a sum of money from his Emergency Fund so that the Department might immediately act in case of any catastrophe befalling the State as a result of the war. Standards were set up with the Federal Government which agreed to reimburse the state for expenditures made in compliance with the Federal plan. The Department spent a great deal of time during the year 1942 in organizing for this function in the cities and towns and by the appointment of authorized agents of the Commissioner who were given the power to spend money in any emergency for the relief and assistance of persons affected by enemy action. The Federal Government, also through the Social Security Board, set up a plan for caring for the families of interned enemy aliens and others. The Governor issued Executive Order No. 38 charging the Department with the responsibility for caring for these people as the agent of the Federal Government.

The Commissioner was appointed a member of the staff of the Evacuation Division and the Health and Social Services Division of the

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Massachusetts Committee on Public Safety and spent a very considerable amount of his time during the year planning with these two important Divisions for the health and protection of the people because of the war.

In the spring of the year, a Manual of the Standards of Assistance was prepared by the Home Economist and sent out to the cities and towns which were urged to adopt these standards which were used in all appeal decisions. The Standards are revised every six months in accordance with the prices of commodities.

In 1942 there were great changes due to enlistment and induction into the armed services of many of the staff and the problem of filling these positions was a serious one and will undoubtedly continue for the duration. However, the Department has been able to carry out its functions and duties in a way that is on the whole satisfactory and it is hoped that the boards of public welfare in the cities and towns have not felt any lack of helpful supervision because of this. The first great change because of the war came about with the appointment of Mr. Clarence A. Bingham as a Colonel in the Army and the appointment of Mr. Harold W. Macauley to be temporarily in charge of the Bureau of Accounts.

The year 1942 witnessed the acquisition by the Department of very important space in the Ford Building whereby all the accounting, statistical, and research activities of the Department were assembled in one location.

During 1942 there was a marked downward trend in all the categories of relief. There were 36,895 cases on the General Relief rolls in the state in January and only 20,349 in December. The amount of money spent in this category was \$1,029,242 in January and \$582,179 in December. This of course was due to the great pick-up in employment and in December there were only 4,767 so-called employables on the rolls in the state, in spite of the drastic cut in W. P. A. employment. The number of people on Old Age Assistance

decreased also. There were about 3,000 less cases on the rolls on December than on January 1942. The amount of money spent on this category, however, increased because of the change in the law passed by the 1941 Legislature that went into effect on May 1, 1942, so that the total amount spent for the year 1942 was three million dollars more than was spent in the year 1941. The average payment per case stood at \$34.21 as of December, 1942. Aid to Dependent Children also decreased sharply from 12,436 cases in January to 9,797 in December with the corresponding decrease in the amount of money expended for the year.

The Legislature of 1941 appropriated a sum of \$25,000 for a study of Old Age Assistance. This was conducted under the supervision of Dr. Alice Channing and a staff selected by her largely from the Department. The report was completed and filed with the Secretary of State early in December and it was the hope of the Department that the recommendations and legislation contained in the report would be made effective by legislation in 1943. The principal recommendation in this report was that the minimums be abolished and that a mandatory budget be put into effect so that all people in the state would receive what they needed and all would be on a similar and equal basis.

The problems of the Division of Child Guardianship have increased over the years, and the present Commissioner has done his best to have the number of Visitors in that Division increased because he has felt that adequate provision has been made for the Division of Aid and Relief, but that the standards in the Division of Child Guardianship are not what they should be. The caseload per worker is altogether too large to provide for proper supervision of the children in the foster homes. It is fortunate, however, that nothing serious has occurred but we are always fearful because of the large number of children under the care of each Visitor that something will happen because the Social Worker is not able to visit the children often enough to assure proper care, health, and educational facilities for the nearly 8,000

children under the care of the Division of Child Guardianship. It is hoped that the incoming Legislature will provide more adequately for this Division.

The Commissioner was appointed by His Excellency, the Governor, to two important Interim Commissions. One was the Commission on Intergovernmental Relations which met often during the year to render its report to the Legislature in December. The other Commission was the Massachusetts Board for the Promotion of Opportunities for Young People.

The year 1942 also witnessed on September 1 the closing of the Civilian Conservation Corps which had been administered in this state by Mrs. Bresnahan since its inception.

The Commissioner wishes to thank again all the staff of the Department and the members and employees of the local boards who have cooperated so splendidly in the plans for Civilian War Assistance.

DIVISION OF AID AND RELIEF

Rollo A. Barnes, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Settlements, Subdivision of Supervisory Service, Subdivision of Social Service to Tewksbury State Hospital and Infirmary, Subdivision of Appeals.

The reports of the supervisors of these subdivisions are herewith submitted.

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The activities of the past year have been marked by the entrance of the nation into war. The first claim on the activities of the Division has been preparation to be of any possible assistance to the nation at war both through preparation to meet danger of enemy attack as well as sustaining the home front during this period of special strains. The social work staff of the Division and of local Boards of Public Welfare were completely mobilized to carry out the Civilian War Assistance program established by the federal government and accepted by the state with the commissioner acting as administrator of this program. Complete plans were worked out to meet any civilian needs arising out of enemy action or evacuation resulting from the danger of attack under agreements made with the Massachusetts Committee on Public Safety and the American Red Cross. As the year closed, preparations were made to use the same plans to meet the possible needs arising out of an acute oil shortage.

During this period it was inevitable that many plans laid the previous year received less emphasis than would otherwise have been the case. It should be pointed out, however, that during this period of rapidly rising prices the Department issued new standard budget prices in order that assistance payments should meet the higher costs of living. All Boards of Public Welfare were strongly urged to meet these higher costs to sustain the nation's health which is even more important to a nation at war. In addition to the revision of the price schedule the new Manual of Standards of Assistance was completed and released to the local Boards of Public Welfare in April which has proved to be of value in determining accurately and equitably the amount of assistance needed in each individual situation presented whether aid is being rendered under the Old Age Assistance, Aid to Dependent Children, or General Relief program. Numerous meetings were held under the leadership of the Consultant in Standards of Assistance to make this as useful as possible to local Boards.

Chapter 729 of the Acts of 1941 became fully effective on April 30 and has resulted in substantial increase in the average Old Age Assistance payment. This law established several new minimum rates based primarily on providing larger amounts for individuals and couples living by themselves while retaining the old rates for those living within a family group. Some confusion and dissatisfaction resulted from this modified change of rates since many people expected an automatic increase to the largest minimum rate of \$40.00 to which much publicity was given. Numerous problems arose in applying the minimum rates which will be clearly shown in the survey made by the department under Chapter 729. Careful study of this survey is recommended as an excellent source of information about the present administration of this program. The conclusion and recommendations of the survey are wholeheartedly commended by the Division. This report was printed as a legislative document under House 1475 - Special Report of the Commissioner of Public Welfare in regard to an investigation and study of the Administration of the Old Age Assistance Law and of the Benefits Received by Recipients of Such Assistance.

The gains effected by the reorganization of the work of the Division have been further consolidated by the Division's decision to base reimbursement on examination of local records and the requirement of only minimum notification to the Division by local Boards when cases are aided, with the subsequent submission of a duplicate copy of the local pay roll. This has made it possible to eliminate the preparation and maintenance of a separate file of state records on all the details of local action on cases aided without giving up sound assurance as to the appropriateness of state reimbursement. It does, of course, require that adequate records be maintained in the local offices which are essential for local controls as well as for audit by the Division.

The Division has also embarked on a project leading to the development of additional revision of Manual material to enable local Boards to have incorporated their recommendations as a result of experience with present policies. It is anticipated that this will be a long-time program which will have many valuable by-products in maintaining sound working relationships between the Division and the local Boards of Public Welfare. Under the Social Security Board programs it becomes increasingly necessary to assure uniformity in operation throughout the state. The required authority was given to the department to accomplish this needed uniformity in the 1941 legislative session but the process of accomplishing this purpose is necessarily a long one. In this connection it is important to note once more that there are three hundred and fifty-one local Boards of Public Welfare each with a separate Bureau of Old Age Assistance. At least a third of this number have an insufficient case load to warrant the employment of fulltime workers. As clearly shown in the Old Age Assistance survey, uniform administration is difficult to achieve under such diverse conditions. As indicated in previous reports, an extension of the plan whereby towns join in employing a worker to serve several towns appears highly desirable.

There has been substantial progress under the leadership of the medical advisor and the medical social consultant during the year. Through various professional advisory committees fee schedules have been established as a basis for reimbursement and as a guide to local Boards in securing adequate services at reasonable cost. Cooperative policies have also been adopted with visiting nurse associations, health departments, school departments, and the Department of Mental Health. Discussion is still underway regarding requested revision of the present basis for reimbursement by the department for hospital care and it is hoped that the legislature will give favorable consideration to bills which will be presented revising upward present maximum reimbursement of three dollars per day for hospital care.

Reports from the subdivisions follow.

SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were five persons remaining in the Infirmary Department of the State Farm on November 30, 1942.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work done during the year in the examination and investigation of settlements of inmates of the State Institutions:

Institutions	Examina- tions	Orders Issued	Settle-No ments Found	Settle- ment	Orders with- drawn	Total Cases Returned
State Infirmary	2006	597	477	237	50	764
State Farm	7	6	1	5	0	6
Lakeville State Sanatorium	217	182	192	11	0	203
No. Reading State Sanatorium	123	95	85	9	0	94
Rutland State Sanatorium	163	100	78	22	0	100
Westfield State Sanatorium	230	133	138	0	0	138
Massachusetts Hospital School	5	5	5	2	0	7
Totals	2751	1118	976	286	50	1312

Cases pending November 30, 1942 - 194

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December 1, 1941 to November 30, 1942

A U D I T

	<u>Bills</u>	<u>Claim</u>	<u>Allowance</u>	<u>Deductions</u>
SICK STATE POOR	9,335	\$ 378,659.73	\$ 294,714.71	\$ 83,945.02
TEMPORARY AID	23,381	3,728,666.99	3,595,989.57*	132,677.42
DANGEROUS DISEASES	1,091	145,616.26	134,999.95	10,616.31
BURIALS	318	21,723.85	17,459.85	4,264.00

TOTALS -	34,125	\$4,274,666.83	\$ 4,043,164.08	231,502.75
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AID TO DEPENDENT CHILDREN	11,623 **	\$ 2,934,998.07	***
OLD AGE ASSISTANCE **	87,154	\$ 13,485,443.97	***

*Includes \$1,554.07 for transportation of dependent persons to the State Infirmary and \$2,317.32 for all other transportation.

** Average case load.
*** Disallowances and adjustments are made on relief rolls from month to month.

REMOVALS

The department is charged with the duty of removing sane poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the state or place where they belong. The following table shows the removals made during the year:

	<u>1940</u>	<u>1941</u>	<u>1942</u>
To other countries	3	1	1
To other states	251	192	118
To towns of residence	<u>1245</u>	<u>1306</u>	<u>1127</u>
	1499	1499	1246

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SUPERVISION OF WAYFARERS LODGES AND
CHEAP LODGING HOUSES

Boston like other large cities gets its quota of the homeless.

The Wayfarers' Lodge maintained by the City gives satisfactory shelter to these unfortunates.

It has a capacity for 174 men and no one is turned away because arrangements are made with commercial homes.

The demand for labor has decreased the number applying to the Lodge and the other charitable and commercial homes.

Conditions have been found generally satisfactory.

ANNUAL REPORT

December 1, 1941 - November 30, 1942

COMMONWEALTH OF MASSACHUSETTS Department of Public Welfare Division of Aid & Relief

SUBDIVISION OF SUPERVISORY SERVICE

The responsibility of the subdivision of supervisory service, under the director of the Division of Aid & Relief, is to carry out in detail the Department's legal obligation ^{the} to supervise/public assistance program administered by local boards of public welfare in the Commonwealth. Under the various laws pertaining to public assistance, charging the Department of Public Welfare with this responsibility, are included the programs of Old Age Assistance, Aid to Dependent Children, Temporary Aid, Sick State Poor, and Dangerous Diseases in cooperation with local Boards of Health.

This subdivision was created under the reorganization program of the Department in 1939. It operates through seven district offices located in convenient centers throughout the state. Each district office is in charge of a district supervisor with one or more assistant supervisors, a staff of supervisory social workers and a clerical staff. Each area worker is assigned a certain territory in which he operates. This may be a portion of a city or a group of towns, for supervising the administration of which he is held responsible under direction of his superiors. The entire subdivision is under the general supervision of a chief supervisor whose office is in the State House.

The district office is the Department's public assistance office in the portion of the state comprising that district. Local boards of public welfare and their employed personnel look to the district office and area workers for their guidance, direction, most of their supplies furnished by the state, and their source of information.

Not only are the district offices responsible for supervising public assistance, but they have given service in many other activities for the general public welfare, as, for instance:

EMERGENCY WAR PROGRAMS during the period of this report have depended heavily upon the subdivision of supervisory service for carrying out their responsibilities. The Massachusetts Committee on Public Safety carried out a great part of its organizational

program, so far as relief and social service were concerned, through our district office staffs. This personnel made provision through their offices and the local public welfare units for meeting any emergency caused by war action or by shortage of fuel, even to the point of having checks ready to supply needs for evacuees, those bombed, or meeting war caused disaster in any way. The subdivision personnel helped organize committees, acted as advisors in many meetings, carried out instructions, supplied literature and directions, and furnished leadership for these measures. This entailed much study for preparation, compiling material, giving instructions, attendance at evening meetings, and a vast amount of work in addition to the regular activities of the staff.

METHODS OF SUPERVISION

District supervisors meet in the central office at the State House bi-weekly, and at times in special meetings, for continuous consideration of new legislation affecting their work, court rulings, Attorney-General's opinions, Department rules, policies, and procedures for the administration of public assistance. They continuously review the entire program of the administration of public assistance as related to the applicants, recipients, local boards, and community relationships, in the light of their experience gathered from all contacts of the staff members throughout the 351 local units of administration. They consider their supervisory plans and practices, exchange experiences, appraise their interpretation of policies, illustrate by difficult case situations, together propose changes or revisions in operations, and present their findings to the Director and Commissioner for decision or adopting.

The staff is continuously alert for new and improved ideas which will help to simplify and to clarify the operations of local boards, develop their own activities to help local boards and their administration. These conferences are a point of clearance for the Department. A great deal of information and problems are brought in from local boards of public welfare. The supervisors receive announcements and information to take out to the local

boards through the state staff, and test policies and material being prepared for the use of local boards.

Supervisors' conferences are used also to relate the various bureaus and subdivisions of the Department where their activities need common consideration. Other Departments and agencies, as well as the federal Social Security Board, use this medium of understanding state problems and working out common problems.

DISTRICT STAFF MEETINGS are held bi-weekly and when there is a special need. At these meetings, the district supervisor and the assistant to the supervisor carry to the staff the information and results of discussions in the supervisors' conferences, in order that the whole staff may be familiar with all procedures as they are developing. The district staff meetings are used also to gather the experience from the local units brought in by the area workers who have direct contact with all local units within the district. From their contacts and discussions with local board members, agents, supervisors, and staff, they have first-hand information as to the working of the program of public assistance, procedures, rules, etc. By this knowledge, they are prepared to give the supervisor information to relay to the central office, for continuous building toward the greatest possible efficiency of operation. Staff development proceeds here through study and discussion.

INDIVIDUAL CONFERENCES. Regularly scheduled supervisory conferences are held by the district supervisor or his assistant with each field worker on a bi-weekly basis between the district staff meetings; and the chief supervisor confers regularly with each district supervisor. The state staff recommends these regularly scheduled conferences for the staff in local units.

COMMITTEE ACTIVITIES. Throughout the year, special and standing committees, composed of state staff members from the field and central bureaus, work with the administrative officials of the Department on various problems and procedures, perfecting various phases of the work, developing standards, and attempting to simplify and make more efficient the public assistance program throughout the Commonwealth.

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SUPERVISORY PROCESS

Through the continuous appraisal of the work, it was known by January 1942 that the state and local staffs were ready for a broader concept of their relationship. From the beginning of the reorganization in 1939, the area visitors were charged with the approval of each case for reimbursement, through checking local records required, and even through special investigations in the homes of applicants and recipients when this was necessary. It was now found that the local boards had progressed to the point in their operations, and the state staff had progressed to the point, where the administration of public assistance should be left as the responsibility of the local board. The state staff could now be held responsible for the general supervision of the program. In the process, a simplification of operations of local boards and state staff could be effected.

In January 1942, the new supervisory process and local responsibility was announced by the Department to all local boards, and the state staff was instructed in the new and broader concept of their duties in connection with the Department's responsibility for supervising the public assistance program as conducted by the local units.

This probably was the greatest change since the reorganization of 1939. The Certification of Eligibility form required for each case, and the Change of Status form required for each change in the grant, were no longer required. An equivalent recording in the local records was substituted.

In summary, the policy then adopted, effective February 1, 1942, was to place full responsibility for administration of public assistance according to state law and rules of the Department, upon local Boards of Public Welfare and Bureaus of Old Age Assistance. They were held responsible for knowledge of laws, rules and policies, and were held fully accountable for determining eligibility, need, and amount of assistance, according to established standards.

The state worker was to keep himself thoroughly informed of the extent to which local units were meeting their responsibilities. Approval of individual cases and changes was no longer the function of the state worker. That was a local responsibility. The state

worker was to advise and assist local officials, but he was not to make decisions for them.

Relieved of these former duties, the state worker had more time for constructive supervision on a broader basis. Methods of supervision were prepared in detailed outline, and the state workers were instructed in ways of carrying out their new function.

STANDARDS OF ASSISTANCE

With release from routine detailed paper work, the field staff of the Department was able to assist local units of public welfare to put into effect definite standards and procedures in their administration of public assistance. This was accomplished through use of a Manual of Standards of Assistance. The state workers tested practice in the use of these standards against individual cases, and used the principles involved toward establishing an adequate and equitable grant for each applicant and recipient to insure his health and well being. The immense amount of time and effort put into this project accomplished the greatest advance in uniformly adequate assistance in the Commonwealth that had yet been attained.

ADMINISTRATIVE REVIEWS

Administrative reviews were another method of checking local units in their administrative supervision and application of laws, rules, procedures, and standards of assistance. The state staff conducted its own reviews, and worked closely with the representatives and analysts of the Social Security Board in their review process throughout the Commonwealth. Through findings in these reviews, application of principles and practices were advanced in local use.

FEDERAL-STATE-LOCAL RELATIONSHIP

Perhaps the greatest reason for the tremendous advance in quality and standards of administering public assistance during the past few years is the important advantage secured through the federal-state-local relationship at present in operation. In Massachusetts there is a strong tradition of local autonomy in public welfare administration. This has great advantages recognized by the state Department and the Social Security Board. With

the acceptance of the cooperative federal program by the Commonwealth, the state and federal representatives set about to establish the best possible administration of public assistance within the Commonwealth through joint operations of the three levels of government. Remarkable accomplishments have followed, although there is yet much to be hoped for.

One hundred twenty-three towns in the Commonwealth administer public assistance through elected officials. Only 32 of these have even part-time or full-time employed clerical service. Two hundred twenty-eight have employed workers, 202 of them on a civil service basis, others with varying forms of administration, ranging from one employee who administers the entire program including taking care of his own clerical work, up to a staff in larger cities running into the hundreds of employees.

With these widely varying types of administration, the problem of getting the job done well, uniformly, and equitably throughout the Commonwealth assumes momentous proportions. This situation is one of the factors which makes necessary a comparatively complex system and requires great skill to secure accomplishment of the desired ends.

State and federal officials bend every effort to meet the requirements. The advantage of gathering experience throughout the 47 other states and the territories administering public assistance, through the Social Security Board representatives, is extremely helpful. Continuously, pertinent material from outside of Massachusetts is brought to bear on the Massachusetts problems.

One way in which the levels of government have worked together is through Institutes where the representatives and technicians are brought together to analyze and devise methods of developing and applying skills to supervise and administer the public assistance program.

The supervision of public assistance, which is the chief obligation of the Department in this program, claims much attention of technicians in training from the federal Social Security Board, who have conducted Institutes on this subject. It might be noted incidentally that their accepted definition of supervision is "the responsibility taken by one person for the work of another", or by one supervising agency for the work of another agency.

On November 18-19, 1942 a two-day Institute on supervision was conducted by a Social Security Board consultant in technical training for the district supervisors, their assistants, and members of the central office staff of the Department. During these two days, very careful consideration was given as to the goals and methods of the job to be done in connection with the purpose of the agency, and how to help the state staff, and through them, the local unit staffs to carry out their responsibility of getting a good job done. This involved consideration of administrative supervision of every angle of the office operations as well as the detailed case work supervision as applied to the day-to-day job in granting public assistance, and helping those applicants and recipients who have problems beyond their ability to solve, to work them out satisfactorily to themselves and their families.

Staff development and orientation to their work, as well as continuing supervision and development of leadership, became much clearer to those participating in this Institute.

Through the subdivision of supervisory service, the Department brings its operations close to the local board of public welfare and their staffs. Through the district office, and with the area worker living for the most part within, or close to, his area, frequent and continuous service is given in all phases of the administration of public assistance. Emergencies are more readily cared for in regular and special activities, and state operations are decentralized. Democratic principles of government are applied with increasing efficiency in administering the second largest governmental expenditure and in this field for which government stands, service to the people. Real social security for children, for parents, for those who become aged or sick, and all who fall in need is becoming more nearly a fact throughout the Commonwealth.

ANNUAL REPORT OF THE

SUBDIVISION OF SOCIAL SERVICE, 1942

The outstanding comment of the year is the continuing decrease in admissions and the low census of patients throughout the year. The average daily census was 2231--214 less than 1941, the largest number of patients on any day, 2490 on January 24th, which time of year is always the peak of the population; the lowest census on July 13th was 2005 which was 131 less than last year's lowest census. On December 1st, there were 2264--106 less than last year; 431 less than 1940.

In comparing this wartime experience with that of 1918, the yearly admissions, the high and low census, and the average daily census are very much the same, as the curve of the institution population follows the curve of employment. There are many more empty beds in 1942 because of additional buildings erected during the 25 years--Nichols with 400 beds, and Stonecroft with 600 beds. These were built to accommodate great numbers of able-bodied unemployed and ambulatory aged men, and to increase the number of beds in the hospital wards for the chronic sick, which have been increasingly and constantly in great demand. It is more and more evident that the function of Tewksbury is the care of the chronic sick, the majority of whom come for terminal care. The two buildings now closed, could easily be filled with chronic sick in service were available to staff them. However, beds without medical and nursing service, must remain empty until employment conditions change or more persons enter the professions. On December 1st, the hospital wards had 812 patients, 255 of whom had legal settlements in cities and towns. The nursing homes on which local boards of public welfare have depended to care for the chronic and aged sick, are also much handicapped by lack of service, resulting in more numerous requests for admissions of patients to Tewksbury, a total of 531 for the year.

If full employment continues as is hoped and planned, the buildings constructed as shelter and lodgings for the unemployed, might be remodelled to increase the number of hospital beds. Tewksbury then might be able to abolish and obliterate the stigma of the almshouse, and receive not only free patients, but paying patients, who at per capita cost rates, would undoubtedly avail themselves of the much needed chronic hospital care. As acute disease becomes less and less, due to the discoveries of scientific medicine, chronic diseases will assume greater importance in medical research. Massachusetts already has had an excellent study of chronic disease by the late Dr. Bigelow and Dr. E. L. Lombard, published in 1933, showing the magnitude of the problem and incident in population, which might provide useful recommendations in the post-war planning for health services in the Commonwealth. The care of chronic sick will loom large as no new facilities have developed since the Study, and the treatment and care of the chronic sick are fast becoming a major problem for every community.

To conclude, with buildings available and an excellent hospital already in operation, might not Tewksbury become the center of a chronic disease program which should be studied and carefully planned, as the programs for tuberculosis and cancer have been, and put into blueprint, ready for action. As to the able-bodied unemployed, which may reach large numbers in the post-war period, especially during the transition period from war to peace time industries, many of the men who have been habitues every winter,

have proved that when there are jobs available, they do work and are not as lazy and shiftless as supposed. To allow these men to assume their old habits is extravagant for the State, and demoralizing for the individual, so that now would seem to be the time to plan for a public works program to absorb this labor and a public assistance program to coordinate with the United States Employment Service so that the months in the institution waiting for work are eliminated and unnecessary.

ADMISSIONS: The total admissions to the hospital and infirmary from cities and towns were 1901; 823 came from Boston and 268 were admitted through the Tewksbury Board of Public Welfare; 914 were readmissions--860 men, 50 women and 4 children, and 797 were new patients.

An increase in admissions to the insane wards due to transfers from the mental hospitals, has brought the number to 596 patients and to the full capacity of the five buildings equipped to care for the insane. Many of these new patients (295) are younger than the patients who have grown old in the asylum wards in the years since the wards have been closed to new admissions, and present social problems upon which the psychiatrist needs the assistance of a social worker with psychiatric training. The diseases of the mind and the social reactions of the patient and his family, need expert knowledge and special understanding with which the present social service staff is not equipped. The discharge or parole of mental patients needs unusually skillful investigation, as successful adjustments to community living are largely dependent on the social worker.

The births--82 (7 legitimate, 75 illegitimate), remain about the same, varying little. The State Industrial School at Lancaster referred 36 girls for prenatal care and confinement; Wrentham State School, 4; Belchertown State School and the Walter E. Fernald State School, 1 each. This year, although sex delinquency is said to be on the increase, has not brought an increase in unmarried mothers. The equipment and service for maternity care is so excellent, it seems that it should be of greater service to the neighboring towns.

The deaths have increased from 381 of last year to 467 (350 men, 117 women, which is in proportion to the population); 70 deaths due to cancer, of which 16 came direct from Pondville Hospital; 66 to tuberculosis; 60 to heart disease, etc., showing that many patients come for chronic and terminal care.

Syphilis and gonorrhea--in wartime, one might expect an increase, but hospitalization for either of these diseases is becoming unusual and only when a recalcitrant patient refuses to cooperate in the clinics and outpatient departments, is he sent to the hospital. Syphilis, 169, and gonorrhea infection, 18, are a new all-time low which indicates the efficacy of the treatment with sulfa drugs, and the period of treatment is reduced from six months or more to less than three months.

Alcoholism--is diagnosis of 261 admissions; 124 of these patients were readmissions and habitual offenders, living between Tewksbury and Bridgewater State Farm. Here, again, study on a State-wide basis is needed to determine the best methods of care and treatment, and rate of increase of incidents and causes of alcoholism. An indefinite sentence of custodial care and treatment at Bridgewater State Farm with release on the individual case basis, might even now prevent some wastage of human life.

The birthplaces of the 1901 admissions for the year are interesting --942 born in Massachusetts and other States; 228 in the Canadian Provinces; 206 in Ireland, and then a drop to a few less than 10 from Italy, Poland, and

China. It has been accepted generally that patients at Tewksbury were foreign born and transients from other States. More than 50 per cent were born in Massachusetts and 15% were born in the other states, leaving only one third born overseas. The restriction on immigration and more liberal policy of giving public assistance in the community as more constructive and humane, are the explanations.

The age groups of the 1901 admissions reflect the periods of life when dependency and illness frequently occurs--172 under 10, which excludes births; the largest age group was 50-60 years with 537, followed by 60-70 years with 472.

Children--On December 1, 1942, there were 150 minors; 117 children under 15 years and 33 between 15 and 21 years. Twenty-eight infants were born there and were with their mothers awaiting social disposition. Thirty-six children were wards of the Division of Child Guardianship and unsuitable for foster home placement because of physical and mental conditions. Forty-one children were accepted directly from their own homes on the application of the boards of public welfare and recommendations of hospitals and physicians; these children had such mental and physical abnormalities that they could not remain in their own homes. It has been necessary to establish a waiting list because of the many applications and the limit to the bed capacity (120) in the children's ward. Thus, 122 of the 150 children are subject for custodial care in the schools for the feeble-minded, who are unable to consider even the most hopeful of these children, because of their overcrowded wards and long waiting lists.

DISCHARGES AND SUPERVISION: The men who have been discharged, have had great hopes of permanent jobs, and next year's figures will tell whether those who have intermittent work habits can really stabilize sufficiently to retain the jobs. They have certainly shown interest and effort to obtain work since jobs have been available. The women, of whom there are very few in the older group even able to consider work, never have any difficulty in finding steady work in hotels and hospitals. The age group of both men and women, which is largest between 50 and 65 years, indicates that a certain number are too feeble to continue to work on the outside and come to the institution to stay until such time as they are eligible at 65 years for Old Age Assistance.

Sixty-three men were rehabilitated, with the assistance of the social workers, on Old Age Assistance, and twenty-three on General Relief.

In order that the foreign-born patients might become citizens, and incidentally, qualify for Old Age Assistance, the Works Progress Administration gave a citizenship course of 40 lessons, under the direction of special teachers, during the winter, which was attended regularly by 20 men. Ten of these made application for their first citizenship papers, and the money for the fees of \$2.50 each was provided for those who did not have it by the Hand-A-Hand Society.

Supervision and medical follow-up in the community are particularly necessary with the younger women. Employment at domestic service for the mother with her baby has again become possible and desirable for some mothers. Readjustment to community living after the experience of unmarried maternity and other social delinquencies, takes courage and determination to make good, reinforced by the patience and imagination of the social workers.

APPLICATIONS AT THE OFFICE: As the transportation applications made to the Boston Overseers of Public Welfare are referred to the District 7 service, this sub-division receives only the applications from the Travelers Aid

Society or other private agencies. The agencies present a summary of their investigations with a copy of the acknowledgment of responsibility from the home state or reliable relative. If our requirements are met, transportation is granted.

Number of applications for transportation--69; transportation was given to 59 and refused to 10. Cases were referred by Travelers Aid Society-41; Family Welfare Society-1; Boards of Public Welfare--Boston-4; Melrose-2; Medford-2; Municipal Court-9; Somerville Police-2; Self-2; Cambridge City Hospital-3; Massachusetts General Hospital-1; Boston Urban League-1; Carney Hospital-1.

Social agencies have referred 50 cases for advice and social treatment, some of whom went to Tewksbury for further care, and others have been carried in the community.

SOCIAL SERVICE FOR MEN

No. of men patients receiving Social Service at Tewksbury State Hospital and Infirmary	2135
(Short service, 669; intensive service, 304)	
New cases receiving Social Service	706
Tuberculosis	151
Chronic illness	525
Physically handicapped	97
Other illness	94
Patients discharged from Tewksbury State Hospital and Infirmary by Social Service	756
Discharged without investigation	260
" to relatives or friends	86
" " employment	211
" " other States	42
" " other State Departments	12
" " court	24
" " mental hospitals	24
" " veteran's hospitals	9
" " B.P.W.-legal settlement	72
Rehabilitated on Old Age Assistance	63
" on General Relief	23
Applicants for admission to Tewksbury State Hospital and Infirmary at City Institutions Department	480
" State House	50
Referred to private social agencies	32
" to relatives	13
" for local hospital care	33
" to B.P.W.-legal settlement	29
" to Boston O.P.W. for assistance	5
" to Tewksbury State Hospital & Infirmary	347
Refused assistance	23
Persons under supervision in the community	65
Visits to homes of clients	45
Visits of clients at office	240
Referrals to hospital	16
Visits for social investigations	175
Assisted to employment	11

SOCIAL SERVICE FOR WOMEN
AND CHILDREN

No. of women and children receiving Social Service at
the Tewksbury State Hospital and Infirmary556

Pregnancy and convalescence..... 68
Chronic illness.....345
Acute illness..... 35
Children with mental and physical dis-
abilities..... 78
Feeble-minded adults needing custodial care.. 30

(Readmissions.....50)

Patients discharged from Tewksbury State Hospital and Infirmary
by Social Service.....317

To relatives.....165
To employment..... 42
To employment accompanied by child..... 15
To Girls Parole Division..... 31
To Division of Child Guardianship..... 25
To Probation Officers..... 8
To Boards of Public Welfare..... 21
To Department of Mental Health..... 9
Absconded from institution..... 1

Persons receiving service in the community.....270

Applications for service received at office..... 50
Visits to clients at work and in their homes.....823
Visits of clients to office.....595
Visits for social investigation.....822
Visits of investigations for wage homes..... 22
Replacements..... 52
Clients accompanied to hospitals..... 31
Adoption of children under supervision..... 20

Adjudications of paternity by the Court and orders
for support of children born out of wedlock..... 11
Agreements out of Court for support of children
born out of wedlock..... 12

Bank accounts for children,..76, totalling \$8,841.70
Collected for support of children.....\$2212.32
Paid out for support of children.....\$2551.18
Savings accounts for clients,..52, totalling.....\$6901.08

ANNUAL REPORT from December 1, 1941 to November 30, 1942

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE APPEALS
Chap. 481, Acts of 1939

The number of appeals pending December 1, 1941	391
Appeals received from December 1, 1941 to November 30, 1942	<u>2986</u>
Total	3377

Appeals acted upon:

No action taken; aid granted by local bureaus	129
Closed for various reasons	111
Withdrawn	143
Died	<u>24</u>
TOTAL	407

Cases approved	1011
Cases denied	<u>1683</u>
TOTAL	<u>2694</u>

Total appeals acted upon -----	<u>3101</u>
Total appeals pending, 11/30/42 ----	<u>276</u>

Cases investigated -- 796
Hearings held --2703

Reasons for denial by Subdivision of Appeals from 12/1/41 to 11/30/42:

Present allotment sufficient	603
Children able to provide	548
Sufficient resources	296
Unsatisfactory explanation of expenditure of funds	40
Lack of essentials	38
Transfer of property (real or personal)	35
Not residing on property owned	28
Not deserving	23
Excessive personal property	20
Excessive insurance	16
Fraud	7
Husband able to provide	6
More than 60 days since last official action by local bureau	5
Other reasons	<u>18</u>

Total appeals denied 12/1/41 to 11/30/42	1683
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25



APPEALS RECEIVED FROM DECEMBER 1, 1941 to NOVEMBER 30, 1942

DISTRICT #1

DISTRICT #2

Adams	6
Agawam	4
Alford	2
Belchertown	4
Brimfield	3
Cheshire	2
Chester	1
Chesterfield	2
Chicopee	22
Clarksburg	2
Conway	2
Deerfield	7
Easthampton	1
East Longmeadow	4
Egremont	1
Gill	1
Granby	2
Great Barrington	3
Greenfield	14
Hawley	1
Hinsdale	5
Holyoke	35
Lanesborough	2
Lee	2
Lenox	1
Longmeadow	2
Ludlow	5
Manson	1
Montague	6
Montgomery	1
North Adams	3
Northampton	22
Northfield	1
Orange	11
Palmer	9
Pittsfield	29
Rowe	1
Sandisfield	1
Savoy	1
Sheffield	3
South Hadley	5
Southwick	1
Springfield	162
Stockbridge	1
Wales	3
Ware	4
Wendell	1
West Springfield	18
Westfield	2
Wilbraham	1
Williamstown	6
Northampton	3
<hr/>	
	432

Acton	3
Athol	14
Auburn	2
Ayer	1
Barre	1
Berlin	1
Boxborough	1
Boylston	2
Brookfield	1
Clinton	32
East Brookfield	1
Fitchburg	28
Frammingham	5
Gardner	5
Grafton	3
Hardwick	2
Harvard	3
Holliston	3
Hopedale	1
Hopkinton	1
Hudson	2
Loominster	16
Littleton	1
Marlboro	5
Maynard	6
Mendon	1
Milford	18
Millbury	3
Natick	10
Northbridge	3
North Brookfield	1
Oxford	5
Pepperell	4
Royalston	3
Rutland	2
Shrewsbury	1
Southbridge	15
Spencer	2
Sterling	1
Sturbridge	1
Templeton	1
Townsend	3
Upton	1
Uxbridge	1
Warren	2
Webster	1
West Boylston	1
West Brookfield	1
Westminster	1
Winchendon	1
Worcester	69
<hr/>	
	292

DISTRICT #3

Amesbury	2
Andover	1
Bedford	2
Beverly	10
Billerica	7
Burlington	2
Chelmsford	7
Danvers	8
Dracut	2
Essex	1
Georgetown	1
Gloucester	37
Groveland	4
Haverhill	68
Ipswich	3
Lawrence	24
Lowell	71
Merrimac	6
Methuen	5
Middleton	1
Newbury	1
Newburyport	47
North Andover	8
North Reading	2
Reading	10
Reading	4
Rockport	5
Roxley	3
Salem	2
Salisbury	4
Taunton	1
Tyngsboro	1
Westford	1
West Newbury	4
Wilmington	3
	<hr/>
	350

DISTRICT #4

Arlington	32
Baldmont	12
Chelsea	36
Concord	2
Luxington	5
Lincoln	4
Lynn	116
Malden	85
Martinehead	1
Medford	40
Melrose	21
Methuen	9
Newton	30
Revere	40
Saugus	6
Stonham	5
Swampscott	14
Wakefield	26
Waltham	45
Watertown	15
Wellesley	5
Westwood	1
Winchester	15
Winthrop	31
Woburn	25
	<hr/>
	621

DISTRICT #5

Abington	19
Attleboro	24
Avon	1
Bellingham	4
Braintree	6
Bridgewater	1
Brockton	52
Canton	1
Cohasset	1
Dedham	4
Dover	1
Duxbury	3
East Bridgewater	6
Easton	3
Foxboro	4
Franklin	5
Halifax	2
Hanover	5
Hingham	5
Nollbrook	6
Hull	4
Kingston	1
Mansfield	4
Marshfield	1
Medfield	2
Middleboro	22
Milton	6
North Attleboro	10
Norwell	4
Norwood	5
Pembroke	1
Plymouth	4
Quincy	26
Randolph	8
Raynham	8
Rockland	4
Scituate	5
Sharon	1
Stoughton	9
Taunton	25
Uxbridge	6
Westwood	1
Weymouth	23
Whitman	7
	<u>390</u>

DISTRICT #6

Acushnet	4
Barnstable	7
Berkley	1
Bourne	3
Chatham	1
Cohasset	1
Dartmouth	30
Dennis	1
Dighton	1
Fairhaven	2
Fall River	125
Falmouth	2
Freetown	4
Harwich	1
Marion	3
Martineau	1
New Bedford	16
Provincetown	4
Rehoboth	1
Somerset	3
Swansea	2
Wareham	2
Westport	4
West Yisbury	1
Yarmouth	3
	<u>223</u>

DISTRICT #7

Boston	467
Brookline	10
Cambridge	120
Chelsea	1
Everett	22
Somerville	68
	<u>688</u>

TOTAL

District #1	432
#2	292
#3	380
#4	621
#5	350
#6	223
#7	688
	<u>2986</u>

ANNUAL REPORT from December 1, 1941 to November 30, 1942

SUBDIVISION OF APPEALS

AID TO DEPENDENT CHILDREN APPEALS

CHAPTER 248, ACTS of 1939

Number appeals pending November 30, 1941	32
Appeals received from December 1, 1941 to November 30, 1942	<u>131</u>
Total	163

Appeals acted upon:

No action taken; aid granted by local boards	15
Closed for various reasons	6
Withdrawn	13
Approved	53
Denied	<u>61</u>
Total appeals acted upon	<u>148</u>
Total appeals pending 11/30/42	15

Appeals investigated	50
Hearings held	111

Reasons for denial by subdivision of Appeals from 12/1/41 to 11/30/42:

Present allotment sufficient	18
Sufficient income	20
No evidence husband incapacitated	4
Not acting as parent	3
Do not meet qualifications of ADC law	2
Children able	2
Unsatisfactory explanation of expenditure of funds	2
Excessive equity in real estate	2
Concealed resources	1
Not deserving	1
Lack of proof of need	1
Lack of residence	1
Excessive funds	1
Child boarded in another state	1
Lack of cooperation	1
Retroactive payment denied	<u>1</u>

TOTAL APPEALS DENIED 12/1/41 to 11/30/42	61
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1
AID TO DEPENDENT CHILDREN

TOTAL APPEALS RECEIVED FROM DISTRICTS from 12/1/41 to 11/30/42:

District #1

Amherst	1
Colrain	1
Erving	1
Holyoke	2
Ludlow	1
Northampton	1
Pittsfield	3
Plainfield	1
Williamstown	1
Total	12

District #2

Bolton	1
Dudley	1
Fitchburg	2
Natick	3
Oxford	2
Shirley	1
Southbridge	1
Sudbury	1
Townsend	1
Worcester	1
Total	14

District #3

Burlington	2
Gloucester	4
Haverhill	1
Lawrence	3
Lowell	2
Newbury	1
Newburyport	1
North Reading	1
Rowley	2
Total	17

District #4

Arlington	5
Chelsea	3
Concord	1
Lincoln	1
Lynn	3
Malden	13
Melrose	1
Revere	7
Waltham	4
Winthrop	2
Woburn	4
Total	44

District #5

Attleboro	1
Avon	1
Canton	3
Duxbury	1
East Bridgewater	1
Holbrook	1
Mansfield	1
North Attleborough	1
Quincy	1
Taunton	3
Weymouth	1
Total	15

District #6

Barnstable	1
Dartmouth	1
Fall River	2
Harwich	2
New Bedford	2
Provincetown	1
Rochester	1
Swansea	2
Total	12

District #7

Boston	14
Cambridge	1
Everett	1
Somerville	1
Total	17
District #1	12
#2	14
#3	17
#4	44
#5	15
#6	12
#7	17

Total received -- 131

BUREAU OF RESEARCH AND STATISTICS

JOHN H. MONAHAN, SUPERVISOR OF WELFARE STATISTICS

The Bureau of Research and Statistics completed its sixth year at the end of 1942. The personnel, appointed under Civil Service regulations, consists of an Acting Supervisor of Welfare Statistics assisted by Field Representatives, Senior Statistical Clerks, and a clerical and stenographic force totaling 31 persons. It was with regret that the Bureau saw Mr. John J. Donnelly, its supervisor, leave to become a member of our Armed Forces in February of this year. The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principle types of Relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act:
Title I -- Grants to States for Old Age Assistance, and
Title IV -- Grants to States for Aid to Dependent Children.
These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may from time to time require, and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into county and state totals.

3. Statistics of Soldiers' Relief granted under the laws of the Commonwealth and the regulations of the Department of State Aid and Pensions. Through the courtesy of the Department of State Aid and Pensions, the Bureau was given the opportunity to collect data on the number of cases, the number of persons represented, and the amount expended monthly by each city and town.
4. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies:--Department of Education, Division of the Blind, Work Projects Administration; Federal Old Age Insurance; Unemployment Compensation Commission; Civilian Conservation Corps (through April only) and the Surplus Commodities Division of the Department of Public Welfare.
5. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Commission on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted us to republish their figures.

6. Statistics relative to the social phases of the various types of relief administered by the department, collected on pre-scribed Social Data Cards.

The staff of the Bureau includes several different Civil Service Classifications. The two most numerous are the 7 Social Workers (field representatives) and the 12 Senior Statistical Clerks. The Social Workers, each of whom represent the Bureau in an assigned area of the state, advise and assist the local boards and officials relative to maintaining welfare records, compiling regular or special reports and filling out Social Data Cards.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers required to perform the assignments and having the requisite qualifications.

In addition, to complete files of the various types of relief statistics for each city and town, the Bureau maintains up-to-date records for the several counties and for the Commonwealth as a whole. Data are published currently in a variety of forms; for example, for the individual cities and towns and in summaries. The following Table will serve to illustrate this and the figures presented may be useful to interested readers.

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipient.

During 1942 the following payments were granted to recipients of Old Age Assistance:

TABLE II

Old Age Assistance--1942

<u>1942</u>	<u>No. of cases</u>	<u>Amount expended</u>	<u>Average per recipient</u>
J	88 143	\$ 2 614 574.73	\$29.66
F	87 916	2 621 047.89	29.81
M	87 772	2 622 258.04	29.88
A	87 348	2 617 839.65	29.97
M	87 049	2 830 929.69	32.52
J	88 860	2 869 508.44	32.29
J	87 877	2 887 833.00	32.86
A	86 950	2 899 334.43	33.34
S	36 765	2 903 615.16	33.47
O	86 186	2 912 069.45	33.79
N	85 845	2 923 618.24	34.06
D	85 138	2 914 527.29	34.23
Ave.	87 154	33 617 156.01 (a)	32.14

Note: (a) Total for the year

A survey of the Data in Table II above shows a decided gap in average per recipient between April and May. This was due to the change in the legal minimum from \$30 to \$40 in cases living outside a family group of three or more persons. Federal Grants amount to \$16 088 231.48 which the state and towns share were \$11 685 949.69 and \$5 842 974.84 respectively.

It will be seen that a steady decrease in the number of families and children on Aid to Dependent Children has occurred during this year. It will also be noted that while the total expenditures have decreased that the average per family and per child have increased in December over January.

TABLE III

AID TO DEPENDENT CHILDREN

<u>1942</u>	<u>Families</u>	<u>Children</u>	<u>1942</u>	<u>Av. per family</u>	<u>Av. per child</u>
			<u>Amount expended</u>		
J	12 436	30 479	\$ 726 562	\$58.42	\$23.84
F	12 446	30 447	729 072	58.58	23.95
M	12 415	30 367	725 064	58.40	23.88
A	12 324	30 166	709 253	57.55	23.51
M	12 164	29 758	684 810	56.28	23.01
J	12 000	29 444	673 593	56.13	22.88
J	11 772	28 785	653 958	55.98	22.89
A	11 588	28 382	645 154	55.67	22.73
S	11 514	28 103	667 319	57.96	23.75
O	10 479	25 368	655 730	62.58	25.85
N	10 314	25 031	654 330	63.44	26.14
D	<u>10 020</u>	<u>24 486</u>	<u>645 732</u>	<u>64.44</u>	<u>26.37</u>
	11 623	28 401	\$8 175,377	58.62	23.99

The Federal Grants on Aid to Dependent Children amounted to \$2 301 103.72, the State's share was \$2 725 125.50 and the cities' and towns', \$3 149 147.28.

In December 1941, the United States was attacked and War was declared. As a result, the small number of Employable persons shown in December of 1941 were able to obtain employment so that by January 1942, the number of Employable persons had become almost negligible.

A number of persons, thought to be Unemployable before the declaration of War, accepted employment opportunities and were therefore dropped from the relief rolls. This shows very clearly in the decrease from January to December of this year. Expenditures have not dropped off, as would be expected, due to the necessity of meeting the increased cost of food.

TABLE IV
GENERAL RELIEF--1942

1942	Number of families	Number of single residents	Total number of cases	Amount expended	Average per family	Average per sin. res.	Average per case
J	19 563	17 392	36 955	\$1 030 489	\$33.03	\$22.09	\$27.88
F	18 403	17 189	35 592	926 217	32.39	19.20	26.02
M	16 795	16 779	33 574	906 775	33.52	20.49	27.01
A	15 360	16 379	31 739	840 702	32.91	20.46	26.49
M	14 235	14 996	29 231	732 812	29.63	20.74	25.07
J	12 790	14 529	27 319	665 726	29.20	19.43	24.00
J	11 403	14 994	26 397	688 723	31.76	21.78	26.09
A	11 021	14 837	25 858	634 353	28.57	21.54	24.53
S	10 550	14 569	25 119	629 496	28.96	22.24	25.06
O	9 726	13 976	23 702	619 265	30.19	23.30	26.13
N	9 094	12 651	21 745	562 023	29.32	22.56	25.39
D	<u>9 040</u>	<u>13 217</u>	<u>22 257</u>	<u>568 701</u>	<u>31.34</u>	<u>23.11</u>	<u>26.45</u>
Ave.	13 165	15 126	28 291	\$8 805 282 (a)	31.22	21.34	25.94

Note: (a) Total for the year.

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the Bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and universities frequently ask for data which the Bureau has available and such requests are always welcome.

The collection of figures on local Aid to Dependent Children administrative expenses during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected regularly each quarter so that reimbursement to the state, cities and towns from federal funds for A.D.C. administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. One major change was made in the General Relief Report enabling us to get a much better picture of this group of relief cases. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

A Survey was started in which a study of the Characteristics of Recipients of General Relief was started throughout the state. Plans were made for a similar survey on the A.D.C. case load.

One of our Senior Statistical clerks was loaned to Miss Channing to assist her work of the survey of Old Age Assistance for the Legislature. The entire tabulation of this survey was done on the machines of this Bureau.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

In conclusion, it may not be amiss to repeat what was expressed in the previous years' reports. As the work of the Bureau progresses it is anticipated that it will improve in quality, where the possibility of improvement exists, and that its scope will be progressively wider. It is planned as time goes on to give increased attention to the research phase of the work in which there are almost unlimited possibilities. Efficient and effective services to the Commissioner and the other policy making officials of the department, to the cities and towns, and to all State agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

Boarding Homes for Aged Persons
1942

G. Frank McDonald, Supt.

In Massachusetts today in 171 cities and towns there are operating 832 licensed homes for aged persons. During the year 1942 160 new applications were received, 143 licenses granted, 297 licenses renewed and 18 licenses cancelled.

The law providing for the licensing of these homes was enacted in 1929 when evidence was shown the Department of Public Welfare that abuses against the interests and well-being of the inmates of these homes were being practiced. The law provides that whoever maintains a home in which three or more persons over the age of sixty years and not members of his immediate family are provided with care shall be deemed to maintain a home for aged persons, and the Department of Public Welfare is delegated to issue licenses and to make, alter, and amend the rules and regulations for the government of such homes. These licenses are issued for a term of two years and may be revoked at any time by the Department for cause, and carries a penalty of \$500. for the first offense and two years in jail for the second offense for failure to license. It further provides that any person proposing to enter into a contract to provide care incident to advanced age, for life or for more than five years, for any person over sixty years of age and not a member of his family shall report this fact immediately to the Department and shall, before entering into or receiving any consideration under such a contract, deposit with the State Treasurer a bond in a sum and in amount satisfactory to the Department as security for the proper care of the aged persons.

One of the most extraordinary developments of recent years has been the mushroom growth of this new enterprise, boarding homes for aged persons. The problem of regulating these homes has increasingly occupied our attention to the end that in 1940 we revised the rules and regulations.

The law governing these homes specifically refers to these as Homes for Aged Persons. To eliminate confusion the Department has now for the purpose of these regulations determined that:

1. A convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under the law of Incorporated Charities shall be deemed a Boarding Home for Aged Persons.
2. No person suffering from a contagious disease shall be admitted.
3. No boarding home shall provide prenatal care or admit maternity cases. (Chapter 111, sections 71-73.)
4. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemperate use of narcotics or stimulants so as to have lost the power of self-control.
5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, sections 2-12a.)

6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, sections 74-81.)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine, or other habit-forming drugs as defined in Chapter 94, section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific direction of a physician as provided for in Chapter 94, sections 197 and 211. An accurate record must be kept of all such treatments.

8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.

9. Patients shall occupy sleeping rooms on the second floor of any building only when two separate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exits.

10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fireproof construction.

11. All rooms must be outside rooms with a minimum of 600 cubic feet of air space allowed for each person. Dormitories shall be limited to six (6) beds.

12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so spaced to permit freedom of movement on three sides.

13. Patients' quarters shall not be locked, hooked or fastened in any manner.

14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.

15. Instructions governing emergency exit in case of fire must be posted in each room.

16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the Department.

17. A register approved by the Department, showing the record of each patient must be maintained.

18. All homes operated under a license granted by this Department shall be so conducted as not to become a nuisance to, or an annoyance in, the community where located.

The Department has now classified the licensed Boarding Homes for the Aged into two classes, A and B.

The Class A home is a home where the facilities of a registered nurse or a graduate nurse of an accredited nursing school are obtained. This type of home shall be qualified to care for persons who need expert care as determined on the advice of a physician or hospital.

The Class B home is a home where the facilities of a practical

nurse who has had some experience in caring for the aged are obtained. This type of home shall be qualified to care for persons who are afflicted with ills incident to old age, or those without family accommodations and needing some kind of custodial care.

A list showing the classification is sent to all our district offices for distribution to bureaus in their area, to hospitals and to private agencies for their use.

Our law provides that any suitable person may maintain a home, but the Department of Public Welfare may prescribe the conditions under which a license shall be granted. The applicant must have the approval of the chairman of the local board of public welfare and the recommendations of three physicians, who subscribe to five standard inquiries pertinent to the applicant. In this case on the acceptance of this application, the building inspector of the community is requested to visit the proposed premises and to determine whether or not they meet the local building requirements. Alterations or additions ordered by him must be accomplished. A visit is then made them by the Department's inspector who determines the quota, adequate toilet facilities, the erection of partitions, elimination of fire and health hazards. When this is completed, the license is approved for the signature of the Commissioner.

In the supervision of these homes the inspection form is comprehensive, going into every phase of the problem to guarantee the comfort, and care of the old people. We must be alert when a home is found not paying its bills as it is in these homes that violations mostly occur.

Again it is the zealousness of those making the inspection that will maintain a high standard of homes. In this connection we receive the co-operation of the local visitors who consistently go into these homes and report any violation to the Department.

It is customary to warn the proprietor when a violation is occurring, and when no heed is taken, then we remove the license. The causes generally are for overcrowding, insufficient and poor food, intoxicants, and ill-treatment of patients. We anticipate and do receive strong opposition when a license is removed. Political influence is customary, but this pressure is favorably met by showing that it is an involvement of human misery, and it does not, in consequence, become a deterrent in our action. In 1941 eight licenses were removed and sixteen placed on probation.

In construction the boarding homes are amazingly alike. The homes are usually in houses built during the days when rooms were large and house plans were rambling. They are ideal for this work, particularly large estates that have been abandoned or have been foreclosed. The trouble with these latter is that too often they are, as would be expected, in zoned areas. The Department quite often uses its influence with appeal boards in asking for the grant of a variance, with good success.

It is with the homes that make a specialty of accepting Old Age Assistance and Dependent Aid cases, and are paid the minimum of \$40.00 in our State for board, that require constant supervision. The homes that feature private patients generally are splendidly and satisfactorily operated.

In the cheaper priced homes the tendency is to overcrowd, skimp on food, and practise other economies that have our disapproval. It is

very difficult at times to catch violations, and the inspector has to rely on his observations, because it is nearly impossible to get a recipient to disclose that he is dissatisfied for fear of possible reprisals in the home. A successful method to obtain reliable evidence, when our suspicions are aroused, is to seize their register and contact the relatives of the patients. Invariably they will confirm our suspicions upon the promise of keeping the matter confidential.

We do not restrict the number of homes in any area when the applicant is acceptable, as we are of the opinion that competition betters conditions. This would seem so, because in a small town in the Central part of the State there is but one licensed home, and it was receiving \$17.50 per week for each O.A.A. recipient, one of the highest grants in the State. The conditions in this home were such that we were obliged to cancel the license for overcrowding, insufficient and unsatisfactory food, and uncleanness. Profit is naturally the motivation in the operation of these homes, and competition to a large extent perhaps obliges the operator to give the best care possible or suffer the loss of patients.

We believe that in classifying the homes a forward step has been taken. The Department is very careful in designating a Class A home. These are the homes that must have proven expert personnel to care for the real sick and terminal cases. Heretofore it has been the practice as an expediency to direct a patient to a home where very often there was but a practical nurse or one without any nursing knowledge at all. We have had numerous instances where these persons took on the garb of a registered or graduate nurse, with fake insignia pins, and attempted to care for sick persons. A dangerous practice was existing and with over 800 of these homes in the Commonwealth, and still increasing, we were obliged in the interest of the public good to make this new regulation.

The licensed homes for aged persons fill in our State a need as predominantly the inmates are O.A.A. and D.A. recipients. A roll call of these would disclose a great many who at one time were prominent in civic and business affairs of their community. They, perhaps through no fault of their own, are now obliged to be aided by a munificent government, and it becomes paramount with us to see that they are supported and cared for as nearly as possible to conditions that they have been accustomed to. This, we feel is being steadily accomplished.

CIVILIAN CONSERVATION CORPS

On July 2, 1942, the President's signature to Public Law 647-77 Congress liquidated the Civilian Conservation Corps. The process of discharging the enrollees was completed and the Corps terminated on September 15, 1942.

During its eight-year peace-time program, the Corps enrolled more than two and a half million youths, the majority of whom were under par physically, untrained in any kind of work, and in many cases discouraged and disheartened. The Corps built them up physically to the limit of their potentialities, conditioned them to group barrack life away from home, taught them self-reliance, skills that will enable them to make substantial contributions to the war effort, and equipped them to serve effectively in the armed forces.

More than 100,000 illiterate enrollees were taught to read and write, and thousands more were raised to the required educational level of Selective Service. The outstanding accomplishment of the Corps, however, was the rehabilitation of thousands and thousands of youths with remedial defects who, without the rugged camp life, would have failed to meet the physical standards of the draft boards.

In May of last year, by arrangement with the Red Cross, more than 3,000 men in the camps were trained as first aid instructors, and every enrollee was taught first aid. If their first aid knowledge is needed, these men can be used by home civilian defense organizations or by managers of industrial plants.

Much important fire prevention work has been done in forest areas throughout the country, where the camps were located: cutting firebreaks, building truck trails and telephone lines into previously inaccessible parts of the forests, removing underbrush and similar fire hazards, and constructing lookout towers. Each camp also trained a fire-fighting crew, and these crews have become the backbone of forest protection, particularly in the west. Large numbers of men were trained to handle explosives, build roads, construct buildings, bridges, and do other types of construction, as well as to perform scores of other types of work vitally necessary in the event of air attacks upon this country. These same young men, located in every state in the country, are ready to serve in any capacity in any emergency, and have been on call for the past eight years.

The Civilian Conservation Corps has given the nation and the world a fine example of the great contribution that a youth organization can make if it devotes itself to the sound principles of productive work, work training, discipline, and unselfish service to the nation - the basic principles which shaped and guided the Civilian Conservation Corps.

ANNUAL REPORT
COMMODITY DISTRIBUTION DIVISION
- 1942 -

INTRODUCTION

Commodity Distribution in Massachusetts was conducted in 1942 under the same legislative authority reported in 1941. Federal authority for operation of the program was provided by Public No. 165, 75th Congress, approved June 28, 1937. State authority for operation of the program was contained in Chapter 634 of the Acts of 1941.

The Federal Surplus Commodities Corporation and its functions as an agency of the Department of Agriculture were administratively affiliated with the Surplus Marketing Administration for the period July 1, 1941 to February 23, 1942. From February 23, 1942 to June 30, 1942 the Agricultural Market Administration succeeded the Surplus Marketing Administration and the Agricultural Marketing Administration was in turn changed to the Food Distribution Administration on July 1, 1942.

These changes in no way affected the policy or operation of the Commodity Programs, and the agreement which the Department had with the F.S.C.C. was recognized by each succeeding Administration

COMMODITY DISTRIBUTION

a. Direct Distribution. To participate in the Commodity Distribution Program, it was necessary for a city or town to agree to provide proper storage facilities, including cold or freezer storage when needed, office space, including heat, light and office incidentals, as well as transportation, where necessary to points within the city or town after receipt of commodities at a district warehouse. Distribution centers in the cities and towns were given every assistance in maintaining satisfactory storage conditions. They were kept informed as to modern storage practices, shown the value of ventilation, cleanliness, proper piling, control of infestation, and were kept advised of new items on arrival.

Commodities continued to be received in fair quantity in 1942, however, the total volume received was less than any previous year since 1938, the peak year of distribution

There was considerable variety in kind of food received, 58 different items being available for distribution.

For the calendar year 1942 there was distributed under this program 67,626,499 pounds of food having a value of \$4,929,674.41 and 1,298,551 items of clothing and household articles having a combined value of \$5,977,533.66. (See Exhibit A for itemized list)

b. School Lunch Program. Through the combined efforts of the Commodity Division and other agencies interested in child welfare, 62 new communities, 275 schools, 29,542 pupils have been added to the program since the close of school in 1941.

The total number of schools eligible at the close of the school year in 1942 was 1,149 and the number of eligible pupils was 153,209. Of these 1,149 schools, 110 were using commodities in cafeterias, 315 were participating in WPA hot lunch projects, 98 were nursery schools, 203 were serving a complete hot meal, 121 were serving one hot dish, 301 were using surplus commodities to supplement lunches brought from home.

There was distributed in the calendar year 1942 a total of 12,030,120 pounds of food to eligible schools. (See Exhibit B for itemized list)

All cities and towns not taking advantage of the program have been contacted and of the 351 cities and towns in Massachusetts 238 are using surplus commodities for school lunches; 65 have made no definite decision, 4 communities operate concessions and are not eligible and 44 definitely not interested.

We believe the School Lunch Program is developing most satisfactorily due to the continued efforts of all the organizations who have so faithfully worked for and are interested in its growth.

c. Food Stamp Plan. The Food Stamp Plan is a method of distributing surplus and other foods through the regular channels of trade to families receiving some type of assistance. The plan as operated in Massachusetts consisted of sales made from city and town Food Stamp offices.

A client was certified for participation by the city or town Certifying Agent.

Upon completion of this requirement, this information was forwarded to the Stamp Issuing Office, where an authorization form showing maximum and minimum purchase requirements was prepared and mailed to the client. Upon receipt of this form, the client was in a position to purchase orange food stamps and receive blue stamps which were furnished free of charge. Blue stamps were received at the ratio of 50 cents in blue stamps for each \$1.00 of orange stamps purchased.

In order to facilitate the operation of the Stamp Plan in Massachusetts and to permit greater expansion the Department Sponsored legislation to establish a Commonwealth Stamp Plan Fund.

This legislation was passed in the Special Session of 1942 and is listed as Chapter 9 of the Acts of 1942. This bill established a trust fund in the amount of one million dollars to be known as the Commonwealth Stamp Plan Fund and administered solely by the Commissioner of Public Welfare. (See copy of legislation attached)

The Food Stamp Plan was in operation in forty-five cities and towns in Massachusetts at the end of 1942. Purchases of orange stamps in the amount of over $3\frac{1}{2}$ million dollars in 1942 by certified persons resulted in the issuance of \$ 1,741,319.50 in blue stamps for the purchase of surplus commodities through retail stores to an average caseload of 44,167 cases.

d. Low Cost Milk Programs. Under the provisions of the Agricultural Marketing Administration's Program, enacted by Congress, fluid milk was distributed to various relief recipients, welfare organizations including the hot lunch programs and public and parochial schools where it would result in a more adequate diet for the indigent, and to children that would benefit from a nutritional standpoint from increased consumption of the prevailing surplus fluid milk in this area.

The Relief Milk Program was effective in the Greater Boston Area, which includes: Brighton, Charlestown, Dorchester, East Boston, South Boston, Jamaica Plain, Roxbury,

Reesdale, Dedham, as well as the cities and towns of Arlington, Beverly, Braintree, Brookline, Burlington, Cambridge, Chelsea, Everett, Lynn, Malden, Melrose, Medford, Peabody, Quincy, Reading, Revere, Salem, Saugus, Somerville, Stoneham, Swampscott, Wakefield, Waltham, Watertown, Wellesley, Weymouth, Wilmington, Winchester, and Woburn. There are one-hundred and one milk stations operated in these areas, of which forty are maintained in the Boston Area alone. The Invitations to Bid under this Program were submitted by the Federal Milk Marketing Administration through this office to all distributors in these areas where a competitive bid was made by various distributors for distribution of this milk.

Relief recipients were allowed to purchase a number of quarts commensurate with their family size, for which they paid the distributor at the station six cents for each quart received. Our station personnel maintained proper records for each classification of relief recipients participating, and these reports were submitted to us daily from each station. The distributors invoice for indemnification by the Agricultural Marketing Administration was certified by this office, both as to quantity and quality, and returned to them so that they could make the proper claim for the price bid which was in addition to the six cents received from the recipient.

Approximately forty thousand quarts was distributed daily under this program in 1942, of which approximately twenty thousand quarts was distributed daily in Boston.

The School Milk Program operated in 1942 consisted of two separate and distinct policies. The first in effect in the Greater Boston Schools required that each child pay one-cent per one-half pint bottle, and the Agricultural Marketing Administration compensated the handlers for all costs in excess of this amount. The second policy in effect outside of the Boston Area stipulated that the Agricultural Marketing Administration would indemnify the distributor for the prevailing price of unprocessed milk, and all processing and handling charges were to be defrayed in part by a contribution of the child to a maximum of one-cent and the differential, if any, above this amount to be met

out of local funds provided for this purpose. In the event such processing charges were less than one-cent, the child contributed the full penny, and the excess was permitted to accumulate until such time as it was used in distributing free milk to children.

In 1942, 268 schools participated in this program consisting of a total enrollment of 86 thousand children of which 56 thousand children received a half-pint of milk daily in addition there were 50 child welfare centers participating with a total enrollment of 7 thousand children receiving approximately 51 half-pints of milk per day.

ORGANIZATION

In the distribution of responsibility for the operation of the WPA project, technical supervision rested with the State Department of Public Welfare, and administrative supervision with the Work Projects Administration. Included under administrative supervision were the following functions: assignment, timekeeping, safety inspection of trucks used by WPA employees regardless of ownership; safety and sanitary inspection of warehouses, foremanship training, supervision to insure compliance with WPA rules and regulations serving as liaison between the sponsor and the Work Projects Administration.

Included under technical supervision were the following functions: transportation and distribution, loading and unloading, storage and storage techniques, weighing and packaging, bookkeeping and compilation of reports, determination of eligibility, amounts of commodities to be supplied and allocation on basis of need within state.

This list was not necessarily complete, but it was indicative of the division of responsibility which should exist.

In the operation of the commodity distribution project, the WPA provided funds only for the payment of labor; all other non-labor costs being borne by the sponsor or the co-sponsors. The sponsor also provided for all administrative supervision above the level of warehouse supervisor and also provided a majority of persons employed on administrative work at the state office. The WPA supplied all other personnel needed to conduct project operations of which a majority of these were relief labor assignments.

Non-certified WPA personnel being assigned only on specific approval of the Administrator.

The maximum number of persons employed during 1942 was 1529 employees. Of this number 88% were WPA employees on a security wage, 8% non-relief WPA and 7% State employees paid from Sponsors' funds.

The Division operated in 1942 for Direct Distribution 28 warehouses and 249 distribution centers and serviced 91 towns by truck under the door to door system. For the Food Stamp Plan there was operated 54 sales offices in 45 cities and towns. (see chart)

SALVAGE OF COMMODITY CONTAINERS

Empty containers such as egg crates, orange and grapefruit boxes, potato and flour bags, vegetable baskets, lard drums, etc., were accounted for in the same manner as merchandise. Containers not salable were used in distribution and issued to clients for kindling and other purposes, or donated to agencies for use on public projects. Bids were taken on all salable items from time to time at district warehouses, and the proceeds of sales were turned over for deposit in a special Commodity Salvage Fund maintained at the State Treasurers Office. Total receipts from sales of salvaged containers during the year 1942 amounted to \$21,675.83.

In order that these activities may be better understood, certain tables are attached to provide a clear picture of Commodity operations in 1942.

SECTION 2. For the purpose of establishing the aforesaid fund, the state treasurer shall issue, and may renew, notes of the commonwealth; provided, that the total indebtedness of the commonwealth under this section outstanding at any one time shall not exceed one million dollars. Such notes shall be issued for such term of years as may be recommended by the governor, in accordance with section 3 of Article LXII of the amendments to the constitution of the commonwealth, and shall bear interest at such rate as shall be fixed by the state treasurer, with the approval of the governor and council. All notes issued under this section shall be signed by the state treasurer, approved by the governor and countersigned by the comptroller. All interest due on such notes, together with all expenses and costs incurred in connection therewith, shall be paid from said Commodities Salvage Fund to the extent thereof.

Approved January 31, 1942.

[CHAP. 9]

AN ACT PROVIDING FOR THE ESTABLISHMENT IN THE STATE TREASURY OF A SURPLUS COMMODITY STAMP TRUST FUND AND REGULATING THE ADMINISTRATION THEREOF.

Whereas, This act provides for further co-operation by the commonwealth with the federal government in the matter of the carrying out of the Federal Surplus Commodity Stamp Plan, so called, and should take effect without delay, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted, etc., as follows:

SECTION 1. There is hereby created in the state treasury a fund, to be known as the Commonwealth Stamp Plan Fund, which shall be administered and used as hereinafter provided. Said fund shall consist of the proceeds of loans made by the commonwealth for the purposes of said fund, of moneys received from the sale, delivery or redelivery of food order stamps and cotton order stamps, or stamps of a similar nature, issued by or under agreement with the Surplus Marketing Administration of the United States Department of Agriculture, or any successor to said administration, and of moneys allocated or granted to the commonwealth by the federal government or received from any other source for the purposes of said fund.

Said fund shall be administered in trust and used solely for the acquisition of stamps issued as aforesaid. In the event that the commonwealth abandons or discontinues its activities in acquiring and distributing such stamps, any balance remaining in said fund, after first being used to pay all expenses, loans, or costs in connection with said fund or for its purposes, shall be credited to the Commodities Salvage Fund in the state treasury.

The acquisition and distribution of such stamps shall be carried out by the commissioner of public welfare under authority of chapter six hundred and thirty-four of the acts of nineteen hundred and forty-one, or otherwise under the supervision of the governor and council.

All moneys received on account of said fund shall be kept and accounted for by the state treasurer in the same manner as other moneys of the commonwealth, except that such moneys shall be segregated and deposited in a separate account, that said fund shall constitute a continuing trust fund, and that the annual balances shall be carried forward and shall remain continuously available to the said commissioner solely for the purposes of this act.

DEPARTMENT OF PUBLIC WELFARE

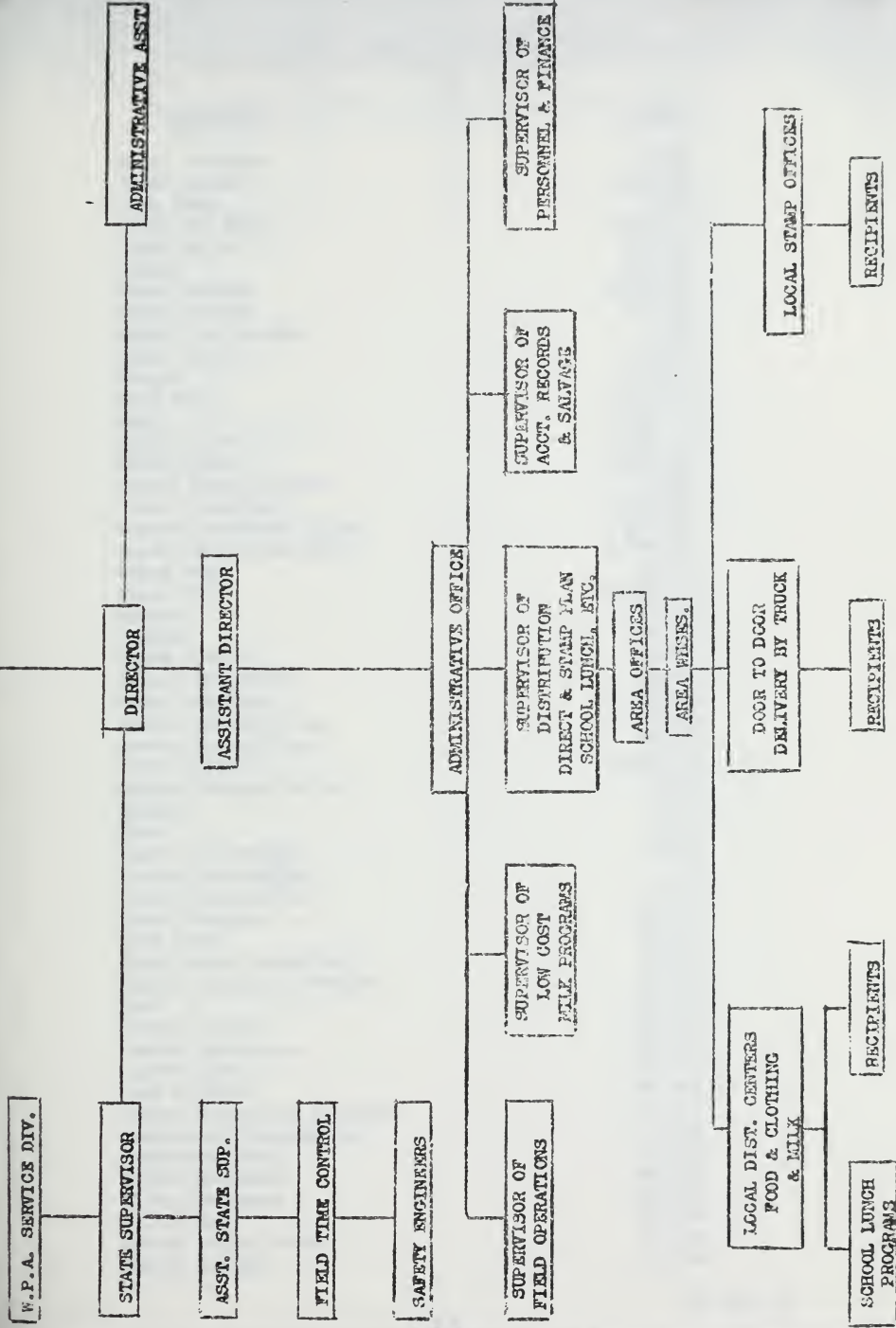


EXHIBIT A

TOTAL DISTRIBUTION OF FOOD FOR THE YEAR 1942

<u>COMMODITY</u>	<u>POUNDS</u>
Dried Apricots	37,879
Fresh Apples	7,512,510
Lima Beans	6,886
Dried Pea Beans	1,106,176
Fresh Beets	556,297
Butter	347,498
Fresh Cabbage	1,013,285
Fresh Carrots	246,506
Canned Pea Chowder	1,412
Wheat Cereal	752,285
Cheese	116,104
Corn Meal	1,913,309
Eggs	1,569,419
Graham Flour	1,770,757
Wheat Flour	2,950,089
Canned Peaches-Proc.	2,928
Fresh Grapefruit	2,610,380
Canned Grapefruit Juice	290,804
Canned Evaporated Milk	1,810,679
Dried Milk	90,393
Fluid Milk	32,867,305
Onions	799,082
Oranges	398,208
Dried Peaches	18,851
Canned Grapefruit	80,184
Sweet Potatoes	2,093,327
Canned Syrup-104 oz.	27,189
Canned Syrup-52 oz.	79,446
Dried Prunes	1,216,499
Canned Peaches-106 oz.	7,301
Raisins	2,119
Rice	4,454
Peanut Butter-84	53,290
Peanut Butter-84A	520
Peanut Butter-84B	40,550
Fresh Tomatoes	102,998
Salt Pork	48,877
Fresh Mixed Vegetables	38,986
Canned Vegetable Chowder	10,032
Lard	831,182
Canned Apples	175,510
Canned Applesauce	573,428
Canned Beets	149,812
Pork & Beans	409,667
Canned Grapefruit Segments	115,218
Grapefruit Juice-46 oz.	517,199
Dehydrated Soup	45,918
Canned Tomatoes	468,176
Black Eye Beans	202,205
Rolled Oats	418,806
Canned String Beans	16,676
Canned Carrots	133,650

(see page 2)

TOTAL DISTRIBUTION OF FOOD FOR THE YEAR 1942

<u>COMMODITY</u>	<u>POUNDS</u>
Canned Tomatoes-Proc.	39,230
Canned Spinach	11,276
Frozen Egg Yolks	293,400
Frozen Beef	157,269
Frozen Lamb	11,316
Pecans	65,652
Ham	18,279
Canned Rhubarb	1,128
Canned Corn	5,776
Fresh Corn	3,255
Canned Swiss Chard	144
Dehydrated Eggs	12,161
Squash (Fresh)	<u>355,350</u>
Total	67,626,499 lbs.

TOTAL FOOD DISTRIBUTED TO SCHOOL LUNCHEONS DURING THE YEAR 1942

<u>COMMODITY</u>	<u>POUNDS</u>
Butter	205,861
Peanut Butter #2 Jars	27,684
Peanut Butter #8 Cans	488
Peanut Butter #10 Cans	47,580
Dry Skim Milk	71,857
Evaporated Milk	512,491
Fresh Eggs	213,931
Wheat Cereal	335,415
Corn Meal	338,776
Graham Flour	389,589
Wheat Flour	580,305
Rice	682
Fresh Apples	1,745,998
Dried Apricots	8,764
Grapefruit Juice-18 oz.	223,187
Grapefruit Juice-46 oz.	459,867
Grapefruit Segments	180,540
Canned Peaches-106 oz.	7,301
Dried Peaches	6,687
Prunes	119,867
Raisins	41
Lard	50,165
Dried Beans	54,424
Lima Beans	4,439
Canned Tomatoes #95	414,109
Salt Pork	23,066
Cane Syrup-52 oz.	65,599
Cane Syrup-104 oz.	35,260
Canned Pork & Beans	346,423
Dehydrated Soup	34,021
Canned Apples-Proc.	116,252
Canned Applesauce-Proc.	265,718
Canned Beets-Proc.	49,874
Canned Carrots-Proc.	85,936
Canned Mixed Vegetables-Proc.	580
Canned Peaches-Proc.	2,640
Canned Pea Chowder-Proc.	1,412
Canned Tomatoes-Proc.	20,964
Canned Vegetable Chowder-Proc.	4,516
Fluid Milk	3,609,768
Fresh Grapefruit	345,898
Canned Grapefruit-Proc.	27,632
Canned Spinach-Proc.	2,592
Fresh Cabbage	68,565
Frozen Beef	138,323
Frozen Lamb	11,316
Black Eye Beans	800
Sweet Potatoes	215,042
Pecans	53,075
Frozen Egg Yolks	450
Smoked Ham	15,317
Cheese	93,286
Oranges	238,490
Onions	37,000

TOTAL FOOD DISTRIBUTED TO SCHOOL LUNCHEONS DURING THE YEAR 1942

<u>COMMODITY</u>	<u>POUNDS</u>
Rollod Oats	37,347
Fresh Beets	22,877
Fresh Carrots	12,326
Fresh Tomatoes	5,020
Canned String Beans-Proo.	3,352
Canned Rhubarb	732
Dehydrated Whole Eggs	11,881
Squash	36,492
Canned Corn	230
Total	12,030,120 lbs.

DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

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Changes in the Division during the past year may be divided into (a) those resulting from legislative action, (b) those resulting from the general changes due to wartime conditions, and (c) others due to various factors.

Legislative action added two new functions which may be regarded as extensions of old services rendered by the Division, and added a little of the much needed personnel.

In passing Chapter 629 of the Acts of 1941 the Legislature required for the first time that private boarding homes for children (other than babies) be licensed by the Division of Child Guardianship. Whereas the old law gave this protection to all infants under two placed out at board, the new law extends such protection to all children under fourteen - with the exception that public and private agency boarding homes for children over two are not subject to inspection and licensing. The experience of the Division in carrying out the provisions of Section 28 of Chapter 119 and public opinion aroused by this and other experience led to the passage of this legislation to give Massachusetts children more protection and coverage comparable to that existing in many other states. It was impossible to estimate accurately the volume of work to be encompassed under the new law; with the result that although the personnel requested was granted, it proved inadequate - possibly due in part to the fact that the new law became effective at a time when war and employment conditions were increasing the number of children boarded out.

In passing Chapter 648 of the Acts of 1941 the Legislature gave the Division the responsibility for more work with juvenile delinquents in the form of temporary custody to avoid commitment of such children to jail while awaiting examination or trial. There were granted additional funds for the care of such children and three social workers to transport them to and from courts, etc. Since it was possible to predict roughly the number and geographical distribution of these new court cases, the funds and staff proved adequate. But a long search for special foster homes for such children, who for most of the state would rarely total enough in any one locality to mean continuous use by the Division of a detention home, which is the most difficult foster home to find and develop, resulted in a practice of using for this purpose certain foster homes already in use by the Division in other parts of the state, and the Children's Aid Society's special detention homes for children in greater Boston.

One more legislative change affecting the work of the Division was the passage of Chapter 661 of the Acts of 1941. The Department of Public Health in its new function of licensing all the hospitals, absorbed the licensing of maternity hospitals, formerly carried on by the Division of Child Guardianship; and turning naturally to Miss Mary T. McCann, who had for twenty-five years done this work, to continue it in the Department of Health, took from this Division someone who had long been an outstanding member of the staff.

In the matter of personnel, for want of which the Division's work suffers so greatly, only a fraction of the request was granted. An assistant director was made possible, and following a Civil Service examination the appointment of Miss Esther P. Hill - formerly Case Supervisor of the Children's Friend Society of Boston (by which she had been loaned in the summer of 1939 to make a special survey for the

Child Welfare Services program of the Division) was made on April 21, 1942. Filling a great gap that had existed for the past sixteen years, the Assistant Director serves as case supervisor for that part of the Division caring for children in its custody, leaving the Director to concentrate on administration, personnel, and supervision of the other functions of the Division. Another important gain was the establishment of a supervisory position, providing a Supervisor of Intake where hitherto there had been adequate supervision only of the intake of dependent children although the current intake of neglected children is more than three times as large. While four social workers were added, the net gain was two - since two carried on the payroll of the Division of Aid and Relief were recalled by that Division. One new social worker was assigned to work on the adoption placement of children in the care and custody of the Division, so that more children are being removed from state care and expense to the permanent security of adoption homes. By rearrangement of other workers, two social workers were assigned to work exclusively on the return of children to their families or other relatives - with similar advantages to them and the state. An additional social worker (a nurse like her colleagues) was added to the unit giving Social Services to Crippled Children.

More personnel, as has been pointed out to the Ways and Means Committee, would not only mean making more satisfactory work possible and keeping routine work up-to-date, but would unquestionably save the state money. If there were more staff time to put into investigating the cases of children who come to the Department through the courts as neglected, more time to work on collecting support from parents whose circumstances may have changed subsequent to the commitment of their children, more time to investigate possibilities of discharging children to parents and other relatives - there would unquestionably be fewer

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children in care and more reimbursement collected for their care. Such additional workers would save their salaries several times over. The experience of adding a worker for the placement of children in adoption has meant saving almost three times her salary in the year, to say nothing of the cumulative saving achieved by discharging children ten to fifteen years sooner than they would otherwise have left the care of the state.

Wartime changes in general conditions affected the Division in many ways. All the various transportation difficulties came sharply home to a large staff of social workers doing field work and transporting children all but one day a week. Living within the general restrictions, the staff has made the adjustments required and received the cooperation of the officials involved in securing gas, tires, and new cars as necessary. All the characteristic difficulties of the times due to loss of personnel and trouble securing replacements have similarly been a handicap retarding the work of the Division - especially in the clerical field, because of the comparatively low salaries offered in state service for the majority of our clerical positions.

Various other aspects of wartime conditions affected more directly the children in the care of the Division and others for whom it has responsibility. It saw 287 of the older boys join the Armed Forces of our country as against 101 in the preceding year. Our older children and many of our former children - like all young people of their age - need copies of their birth certificates for all the purposes recently requiring them, so that a large amount of staff time has had to be taken from regular work for search and verification. The work with children evacuated from England and previously reported on continued. With new responsibility for the Department in connection with plans for evacuation, came responsibility to the Division for planning care for whatever children

apart from families the war might necessitate evacuating in this state. We were fortunate enough to secure the loan of Mr. S. Max Nelson, Director, East Boston Social Centers Council, to supervise this work; and through funds provided by the United States Children's Bureau through our Child Welfare Services program the full time services of Miss Barbara Wallace from the Boston Council of Social Agencies (and a secretary) to organize the work to be carried by the staff of the Division with the assistance of the other public and private agency social workers in the children's field.

Probably the largest problem precipitated by the times has been the securing and holding of enough foster homes for the thousands of children already in the care of the Division and those newly arriving each day. There is no need to expatiate here on the baffling difficulties faced by child placing agencies the country over in this matter ever since the cost of living began to rise, women began to take employment outside the home, families doubled up with their menfolk in service, etc., etc., etc. The shortage of foster homes predicted in last year's report became a nightmare - the general problem being accentuated by the low rate of board paid to foster mothers. An increase of fifty cents a week granted during the Emergency Session of the Legislature in January 1942 stemmed the tide only slightly, as it was insufficient to cover the rise in cost of living to that date. With increasing pressures as the months passed, it became necessary to lower foster home standards in order to keep old and new children with roofs over their heads. The only hope is further raising of the board allowance and additional staff for home-finding, since the conditions creating the situation can scarcely be expected to grow better before they grow worse, and that not for some time.

One more setback due to financial pressure of the times has been the loss of the proposed receiving home for new children. In the budget approved by the last Legislature was included the rental and operation of a house near the office to relieve the crowding of the office and provide proper care for children on arrival. A reception office, play-waiting room, doctor's examining room, clothing room, facilities for providing a hot luncheon instead of milk and sandwiches sent in, rest room for sick or weary children, facilities for isolation care for twenty-four hours, and the inclusion of nursery care for new infants (now provided in an apartment on Joy Street) - would all have been at last available under one roof close to the office. A suitable house in good condition with adequate space and even an elevator was found at 79 Mt. Vernon Street in the property until recently used by the Adult Education Center. However, shortly before the Division was to have moved in it was advised by the Governor's office that the plan must be abandoned for the duration.

The year has seen some changes - for the better - that cannot be classified as due either to legislative action or wartime conditions.

The acquisition of Rooms 1 and 2 was a great boon. Room 1, really two connecting rooms with a lavatory, provides vastly better accommodation for the children's waiting-room and doctor's examining room than the Division has ever known. Room 2 furnishes ideal accommodation for the new unit established to carry on the licensing of private boarding homes for children under the legislation previously mentioned.

Very real help in the area of needed personnel was given temporarily by the Children's Bureau in allowing the Division to use funds accumulated in the Child Welfare Services account. Whereas children newly arriving in the care of the Division have never been provided with any case work services until, after temporary placement,

they go to regular foster homes - although they most need such assistance at the crucial point of their initial adjustment from home to agency care - it became possible to set up a small unit of staff to receive the new children, study them and their family histories (so far as available), and carry them as individuals until the visitors arrange for their permanent placement. It is too soon to report results since this unit was not set up until two months before the year's end. Another similarly temporary grant has been used to provide an additional social worker for the unit which investigates adoption petitions for the courts. This unit being hopelessly understaffed for the current volume of work (see below) and the Division under constant criticism for its inability to keep up with the ever increasing pressure of new cases, it was felt that, although Child Welfare Services funds should not be used to subsidize staff units already set up to meet normal responsibilities of the Division, the incoming Legislature would inevitably see the need of more staff for the investigation of adoptions and provide it. On this assumption the cost of an interim additional social worker was allowed for.

CHILDREN in the CARE and CUSTODY of the DIVISION

Summary of all Children under Care during the Year. (See next page.)

Summary of all Children under Care during the Year

	Delinquent	Wayward	Neglected	Dependent	Grand Total
	Boys Girls Total	Boys Girls Total	Boys Girls Total	Boys Girls Total	
Number Dec. 1, 1941	131 43	1 4	5 2,264 2,300	4,484 1,796 1,473	3,269 7,923
Received Dec. 1, 1941	160 66	*216 -	476 419	895 169 110	279 1,300*
to Nov. 30, 1942					
Total number during the year	281 99	1 4	5 2,760 2,619	5,379 1,965 1,583	3,548 9,322
Discharged Dec. 1, 1941	153 53	1 1	2 843 401	944 282 206	497 1,669
to Nov. 30, 1942					
Number Dec. 1, 1942	108 46	154 -	3 2,197 2,218	4,415 1,672 1,378	3,051 7,623

*Including 20 state wards (15 boys and 5 girls) recommittees as delinquent to the Department.

Status of Children under Care during the Year

Remaining under care November 30, 1942:

	<u>Girls</u>
In families, receiving wages.	314
In families, free of expense to Commonwealth.	210
In families, clothing only provided.	130
In families, board and clothing provided.	2, 527
With parents, pending discharge.	182
With other relatives, pending discharge.	79
In hospitals.	170
In United States Services.	—
In WTA Resident Camps.	—
Married.	15
Whereabouts Unknown.	17

Totals 3,645

5,978

7,625 *

Passed from care during the year:

Died.	8
Became of age.	89
Transferred to Lyman School for Boys.	—
Transferred to Industrial School for Boys.	2
Transferred to Industrial School for Girls.	—
Committed to Lyman School for Boys.	13
Committed to Industrial School for Boys.	2
Committed to Industrial School for Girls.	—
Committed to Massachusetts Reformatory for Women.	—
Committed to Massachusetts Reformatory - Concord.	—
Committed to other correctional institution - (County Training School).	—
Legally adopted.	20
Discharged to place of settlement.	40
Discharged to United States Services.	8
Otherwise discharged.	472

Totals 655

1,024

1,673

Total number under care during the year. 4,300

5,002

9,302

*Includes 530 full orphans; 417 colored children; 2670 illegitimate children; 470 children whose fathers are dead; 902 children whose mothers are dead.

Although intake was expected to rise, the total number of new children received by the Division in the first year of the war showed no appreciable increase, amounting to 1,370 as against 1,362 in 1941 - when there was an increase of 13% over 1940. Broken down into several categories, however, 1942 intake shows some differences over the previous year: 279 dependent children* were received, - a decrease of 24% from 1941; 896 neglected children, - an increase of 5% over 1941; and 196 wayward and delinquent children, - an increase of 41% over 1941. The decrease in dependent children probably can be attributed to the general increase in employment which has made it economically possible in many cases for the single parents as well as other relatives to continue with children's care. The increase in neglect was anticipated in response to such factors as mothers going into industry, fathers leaving the family for the Armed Services or for employment opportunities in other locations, the greater consumption of alcohol usually accompanying "good times", as well as the disturbing effect on family life of the uncertainty of the times. The increase in delinquent children was occasioned for the most part by the expansion of the Division's work in the detention of juveniles held for trial or exasination, made possible with the special funds appropriated in 1941 when the Legislature enacted Chapter 648.

The lack of personnel to make adequate investigations of cases of neglect and delinquency has continued and presents a gap of major proportions in the Division's services. Due to this staff insufficiency it is not possible to investigate the validity of the court complaints

* 58 under Sec. 22 of Chap. 119
2 " Sec. 28 " Chap. 119
216 " Sec. 38v " Chap. 119
3 " Sec. 14 " Chap. 273

which result in the commitment of children, to explore the possibilities for re-adjusting the family situation so that the children may remain at home or go to other suitable relatives; nor to prepare the child for the new experience if he needs to come into care, and get information about the child himself to serve as a basis for planning intelligently for his after he is received.

Disposition of Children held on Temporary Mittimi
pending further order of the Court

	Pending Dec. 1, 1941	Received during the Year	Perma- nently Com- mitted	Discharged, Dismissed, Bailed & Defaulted	Died	Pending Dec. 1, 1942
Neglected	201	680	204	390	1	286
Wayward	1	-	-	1	-	-
Delinquent	57	170	12	162	-	53
Total	259	850	216	553	1	339

Children committed for temporary periods under the neglect law constitute a great problem. It is very difficult to fit children satisfactorily into foster homes for short periods when there is no possibility of knowing the ultimate disposition of the court case. Too often children are committed for varying periods in order that pediculosis, scabies or impetigo may be cleared up. Temporary commitments should be used only when there is no other solution possible since the traumatic effect on a child of the sudden disruption of his homelife -- even a poor homelife -- sometimes causes incalculable harm.

Personnel for investigation of applications for the care of dependent children is more adequate and permits not only a careful study of each new case, but also follow-up service of an intensive nature to a limited number of families of dependent children, together with annual reviews of the family situation of all dependent children in care.

The following figures show the volume of work on applications for the care of dependent children:

	<u>Children</u>	<u>Families</u>
Applications pending December 1, 1941	577	409
Applications received December 1, 1941 to November 30, 1942 (including 101 re-applications)	<u>772</u> 1,349	<u>558</u> 967
Disposition as follows:		
Advised only	42	
Applications withdrawn	22	
Assumed by relatives	320	
Assumed by private agencies.	33	
Assumed by public agencies	76	
Children committed Section 22, Chapter 119 Gen. Laws		
Boys (including 1 foundling)	41	
Girls	<u>17</u> 58	58*
Children received Section 38, Chapter 119 Gen. Laws		
Boys	124	
Girls	<u>92</u> 216	216*
Pending December 1, 1942	<u>582</u>	
Total	1,349	

Of the total group of children in the care and custody of the Division 556, at the close of the year, were infants supervised by the unit of nurse-visitors for children under three. During the year they received 345 new children and lost 418: 151 returning to parents or other relatives, 11 being placed for adoption, 4 dying, and 252 being transferred on becoming three to the visitors for older children. In the course of the year a total of 974 babies were supervised by this unit, so that the mortality rate was less than one-half of one per cent.

*Sum of these items 274 plus 3 received under Section 14 of Chapter 273 and 2 received under Section 28 of Chapter 119 equals 279 in Summary Table.

The staff unit working exclusively with mentally deficient children cared for 487 boys and girls. It arranged the admission of 52 to the state schools for mental defectives; had to secure the admission of several psychotic children to state hospitals; and made many temporary placements in the State Infirmary and the Hospital Cottages at Baldwinsville. Sixteen (16) children were returned to parents or other relatives, 10 because of age, and six (6) died (of chronic diseases). Changes in employment conditions helped the older children in this group, and our employed mentally deficient children have a total of \$3852. in their savings accounts.

The three large staff units caring for all the children between three and twenty-one and not diagnosed as mentally deficient carried on in spite of travel difficulties and the acute shortage of foster homes, while intake continued at a steady pace. The men visitors for boys over twelve, in their additional capacity as the court agents for the Division, attended over 6000 hearings on cases of juveniles charged with delinquency or waywardness, and about 2400 cases of neglect. At the end of the year the older boys' (over twelve years) group had 109 in Senior High School, 10 pursuing further education (including 2 in college), and 542 employed - including 235 in factories. Tabulated by ages, both boys and girls in the fifteen year old group are most numerous, each year from fifteen to twenty-one showing declining figures. Our numbers are heavy in the early years of adolescence when close supervision is needed, whereas many old enough to be self-supporting return to their own homes. As always, we have tried to keep siblings together in placement as far as possible, and when not in the same home, in homes near enough to permit frequent contacts; but the general pressures of the foster home shortage have made such planning more difficult than ever. The girls in college outnumber the boys, and this year two girls won four year scholarships. The older girls, like the boys, benefited by the general employment situation - with a declining number accepting housework while the general conditions in

the domestic market swamped us with calls for girls way beyond any hope of filling them.

For the year just ended slightly less than 78% of the total number of children in care were supported in whole or part at state expense, as against 80% for the preceding year; and of the 5942 children represented in this figure, 156 cost the state their clothing only.

For the support of children, reimbursement to the amount of \$205,394.13 was collected from places of settlement. Fifty-eight thousand, two hundred ninety dollars and fifty-one cents (\$58,290.51) was collected from relatives. The latter figure showed an increase of 27% over that for 1941, which was 37% higher than that for 1940.

The percentage of the total number of children cared for that were discharged during the year was only slightly more than in the previous year. While these discharges included all cases of passing from care (including becoming of age, marrying, entering the Armed Forces, deaths, commitments to various state institutions), the proportion of discharges by way of return to relatives has been focused on. Visitors have always investigated requests for the return of neglected children, while the investigators who handle intake of dependent children have done those for the children they had originally accepted.

With the terrific pressure on visitors to find and keep enough foster homes for the children in care and with their too heavy caseloads, it was feared that they could not get around as rapidly as they would like to anything except placement work - itself now almost more than could be managed. Consequently two workers were assigned exclusively to investigation of requests for discharge of neglected children. It is too early to consider results of this plan, since children are given some supervision for the first year of their replacement in their own homes before being finally discharged; but at the end of the year one of the newly assigned workers had 149 children so replaced. The figures for the investigation of requests to discharge dependent children are

Cases pending December 1, 1941	77
Cases added December 1, 1941 to November 30, 1942	<u>50</u>

Total	127
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Disposition as follows:

Discharged after investigation	13
Closed	52
Pending December 1, 1942	<u>62</u>

Total	127
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ADOPTION of CHILDREN in custody of the DIVISION

During the year December 1, 1941 to November 30, 1942 we received

New applications	75	
Applications from boarding foster parents to adopt	61	
and had carried over		
Pending applications	<u>48</u>	184

Of these there were

Withdrawn	9	
Disapproved without investigation or not completed	5	
Investigated	110	
Pending December 1, 1942	<u>60</u>	184

Of 110 homes investigated, there were

Approved for adoption	80	
Approved but withdrawn	12	
Disapproved	<u>18</u>	110

In spite of the war, the Division has had more applications than it can fill, particularly from people of Protestant faith. The list of Catholic applicants is much shorter. The people of Jewish faith could be given no assistance because of the lack of Jewish children in the care of the Department. The demand for infants still represents the majority and unfortunately there is still an inadequate number of infants eligible and available for adoption. The additional worker appointed a year ago has made it possible to consider and test more children than previously, and to persuade some of the applicants to interest themselves in children two years of age and over.

Because of war conditions, several older children in custody eligible

for war service or defense work have expressed their desire to be adopted by foster parents in whose families they have become assimilated. In this way their names and birth records could be changed previous to registration. The most striking instance was that of three brothers, twins of twenty years and their nineteen year old brother who had lived in the same foster home for many years.

During the current year, fourteen children were placed for adoption in homes investigated for that purpose, and fifty-two children were changed from a boarding to a free basis in the same homes with view to adoption. Sixty-six children were legally adopted - forty girls and twenty-six boys. Of these sixty-six, five were adopted by relatives. Twenty-three were over twelve years of age, fifteen of them being girls and eight boys - five of whom were in the draft age.

There are now sixty-six children in homes on trial for adoption.

Courts through which Adoptions were made.

Barnstable	1
Bristol	5
Essex	11
Franklin	3
Hampden	1
Hampshire	1
Middlesex	17
Norfolk	8
Plymouth	4
Suffolk	8
Worcester	7
	<u>66</u>

OTHER FUNCTIONS of the DIVISION

Interstate cases investigated under reciprocal arrangements with other states were handled as usual by our investigating unit.

Cases pending December 1, 1941	52	
Cases received December 1, 1941 to November 30, 1942	<u>149</u>	201

Disposition as follows:

Cases closed	139	
Cases pending December 1, 1942	<u>62</u>	201

Investigation of Adoption Petitions for the Courts

The effect of the declaration of war by the United States was definitely felt in the Adoption Unit. The number of petitions for adoption received from the fourteen Probate Courts of this Commonwealth rose from 1080 in the preceding year to 1560 in the year just ended, meaning an increase of a little more than 44%.

As compared with seven years ago the work of the past year shows more than 100% increase. During this rise in work the Adoption Unit had no additional personnel until the last two months of the past year when one social worker was added to the staff. While the additional worker helps very much the Unit is still without a staff adequate to handle the work thrust upon it. This can be illustrated by the fact that on the last day of the fiscal year the Unit had uninvestigated petitions for adoption on hand to the number of 357. When this number is divided among the five field workers, it leaves each worker with more than seventy investigations. As far as clerical and stenographic work is concerned, there is the same serious predicament. Since the formation of the Unit ten years ago there has been only a slight increase in the amount of clerical help made available.

It is interesting to trace the causes for the great increase in adoptions during the past year. After the disaster at Pearl Harbor men joining the Armed Forces or looking forward to joining them began to think about the future welfare of children who were living in their homes with no legal status. Soon we found a rush for the adoption of such children so as to offer them a place in the home comparable to that of children who live with their natural parents. As men entered the Armed Services they began to make arrangements for allotments and life insurance for their own children. A similar desire was felt to provide for children who were living in homes of persons not their own parents. The large increase in marriages of men in the Armed Services furnished another stimulus as many of these marriages were with

women who had children by previous marriages or children born out of wedlock. There were also some who, to obtain exemptions under the income tax laws, adopted children who had long lived in their families and who without doubt would remain in these families always.

The petitions for adoption by men in the United States services for the most part involved requests to rush the investigations as fast as possible. Such requests for men in the service were hard to deny, so work on other adoptions had to take second place.

Statistics for the year are as follows:

Cases pending December 1, 1941	216	
New petitions referred by Courts		
December 1, 1941 to November 30, 1942	<u>1560</u>	1776
Cases closed December 1, 1941 to November 30, 1942	1419	
Investigated and reported to Courts	1411	
Not investigated (withdrawn or otherwise eliminated)	8	
Cases pending November 30, 1942	<u>357</u>	
Total		1776

Reports to Courts on completed investigations covered adoption petitions for

Legitimate children		
By relatives	<u>444</u>	
By persons other than relatives	<u>106</u>	550
Illegitimate children		
By maternal relatives	454*	
By alleged relatives	41	
By persons other than relatives	<u>364</u>	859
Foundlings		<u>2</u>
Total		1411

Of these petitions investigated three (3) were withdrawn and 65 were definitely disapproved in reports to Court; 16 were approved with reservations and a further trial period was advised in five (5) cases.

* Of these 323 were petitions of mother and her husband.

Seven hundred eighty-three (783) notices were received from the Courts during the year showing disposition of cases

Approved by Department and granted by Courts	754
Approved with reservation by Department and granted by Courts	1
Disapproved by Department and dismissed by Courts	5
Disapproved by Department and granted by Courts	32

Social Services for Crippled Children

Physically handicapped children on register September 1, 1941* 11,465

Children reported September 1, 1941 to August 31, 1942

New cases	1852	
Old Cases(follow-up investigations)	<u>3461</u>	<u>5,313</u>
		16,778
Removed from register	364	
Duplicate intake	<u>3461</u>	<u>3,825</u>

Physically handicapped children on register August 31, 1942 12,953

Most of the information on children reported came from the cities and towns reporting in compliance with General Laws, chapter 71, section 46A. Many children, however, were referred for consultation service by other public or private agencies or by individuals interested in handicapped children.

With rheumatic fever continuing the chief cause, other major causes of handicaps followed closely their order of frequency of other years, namely: Infantile paralysis, deafness, cerebral palsy, congenital deformities, defective vision, respiratory disorders, epilepsy, fractures, and osteomyelitis. Less frequent but equally important disabilities reported were scoliosis, bone and joint tuberculosis, arthritis, and paralysis such as progressive muscular dystrophy, myotonia congenita, Friedreich's Ataxia, and paralysis resulting from spinal cord injuries.

Those who present no special medical or social problem, or who

* The calendar year for this report coincides with that of the school year.

are under the active supervision of an appropriate agency, are reviewed only as often as necessary to keep the information on our register reasonably current. However where the original investigation indicates a need, some children are seen at least once a year. Handicapped children are continued on the register until their disability is corrected, they pass their twenty-first birthday, die, or move out of the state.

During the past year 4949 children's cases have been worked on, i.e., the 5313 above minus the 364 removed from the register. Many children were found to be in need of services such as: assistance in obtaining hospitalization or appropriate institutional care; assistance in adjustment back into school; help in obtaining suitable special training; or referral to local private or public agencies for family welfare services. This called for a constant interchange of services with the Department of Public Health and the Department of Education, and also with the many public and private organizations in the Commonwealth interested in handicapped children. The splendid cooperation given by these various agencies during the year greatly facilitated the work of this subdivision.

Of these 4949 children, there were under active medical care 4360 as follows:

privately	1614
in clinics	2412
in hospitals, convalescent homes or other institutions	334

and not under active medical care	589
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26 having completed treatment and the rest being seen infrequently by doctors or in clinics or having refused further medical care

Total	4949
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Analyzing the same group with reference to their schooling, we found:

physically unable to attend regular schools	2546
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Of these there were:

in special schools or classes	504
approved for home instruction	1566
and not recommended for home instruction	476

because they were too ill, mentally unable to profit by further instruction, beyond school age and not interested in further education, or referred for institutional care or some more appropriate plan of education and medical care.

The remaining group, totalling	2403
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included

those who had finished high school or left school at 16	265
those of preschool age	74
those able to attend regular public school classes	2064
(289 of them receiving supplementary instruction in lip-reading or speech training)	

Total	4949
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Child Welfare Services

During the past year Child Welfare Services has devoted its efforts largely to the task of solving the problem of the care of children whose mothers are employed in war industries. With but three Consultants in the field, it has not been possible to offer actual "day care" service to any of our defense areas. Much time and thought has been given, however, to assisting communities from which defense workers are drawn, to study their needs, their available resources, and the possibility of extending these or of developing new resources where necessary.

Our customary work--that of helping municipalities to understand the difficulties of their less fortunate children has, to a certain extent, perforce taken second place to day care with

the war impact. Southbridge, Sturbridge and Charlton have continued to employ the services of a local Child Welfare Worker, and Webster voted to meet part of the expense of such a worker. After a year of this experience, the townspeople seem most enthusiastic about the case work service rendered their children and assure us that they will continue to support the project. Some assistance is also given to three or four surrounding towns, and we hope that they, too, will eventually bear a share of the financial burden. Other towns, particularly those in which the presence of army camps or large defense industries has made life exceptionally complicated for children, have expressed definite interest in the Child Welfare Services program. There is reason to believe that in the near future Child Welfare Workers will be employed by the Boards of Public Welfare in some of these towns.

In September of the past year, with the assistance of the Department of Mental Health, the Barnstable Child Guidance Clinic was opened in Hyannis. The town officials, teachers, and social workers have long felt the need of such a center to serve Cape Cod, and Child Welfare Services is particularly happy to have been in a position to help with its establishment.

Because the Division of Child Guardianship, as a whole, has continued to be heavily burdened, an effort has been made to relieve the visitors in various ways. An extra worker was added to the subdivision of adoptions and another to the section given over to the study of cases of neglect. A Reception Supervisor was appointed to bear the responsibility of studying the needs of all children during the period of temporary placement, in the hope that more satisfactory permanent plans may be made for them. All three undertakings are being financed

from Child Welfare Services funds, and while this arrangement can only be temporary it means substantial help in a critical situation caused by insufficient personnel.

Licensing of Infant Boarding Homes

The 1941 Legislature amended the statutes relative to the licensing of infant boarding homes to the effect that any child under fourteen years of age living apart from a blood relative or guardian must be reported to the Department of Public Welfare; and any foster home boarding two or more such children must have a license, for which the fee is five dollars (\$5.00). As in the past, homes used exclusively by the Department of Public Welfare, the Boards of Public Welfare, the Institutions Department of Boston, or the charitable corporations organized under the laws of the Commonwealth report only those infants under two years of age. In these cases, no fee is charged for the license.

This report on the first year's work covers less than a twelve months' period as the new unit was established six weeks after the beginning of the fiscal year, and the field work began two weeks later. The results of the first year of operation of the Subdivision of Licensing of Infant Boarding Homes have proved the need for this legislation. Many deplorable conditions have been disclosed. Of the homes that have been considered for licenses, approximately 20% have not measured up to the minimum standards established by the Department. Many cases of greed, lack of understanding of children, and poor social background of the foster parents have been discovered.

The tendency toward herding too many children into crowded quarters has been found prevalent. Using these children as a source of income has made many forget their obligations towards their charges. It became necessary to discourage the use of living rooms, dining rooms, halls, and even breakfast nooks as bedrooms. One home, consisting of only six rooms, proved to be housing six adults and seven boarded children.

There have been some unsatisfactory foster homes which, having previously been used unsuccessfully by private or public agencies, have continued to operate by boarding children who were placed in them privately. In one of these homes, the foster mother disciplined a child for enuresis by placing him to sleep in a tub partially filled with water. Another applicant's home had been discontinued as a foster home because of the brutal beating administered to a child in order to correct his delinquencies.

Perhaps most appalling is the large number of applicants who must be refused licenses because their poor social background renders them totally unfit for the important responsibility of caring for children. Strangely enough, many who have failed with their own children feel peculiarly confident in assuming the guidance of other people's children. Families with long criminal records have not hesitated to apply for licenses. In one case, two children were found boarding in a home which also boarded four adult male patients on parole from a nearby mental hospital. It was the foster mother's custom to leave the children alone, hours at a time, in the care of these men. Perhaps even more tragic was a case referred to us by local authorities. An attractive ten-year-old girl had been placed at board in a family notorious for its own problems of

immorality. The foster grandfather in the household had served a State's Prison sentence for incest. The foster father had served three months in the House of Correction for indecent assault upon his own daughter. The foster mother is known to be immoral. A grown-up daughter was a community problem, and the fourteen-year-old son has been committed to one of the state schools for delinquents as a lewd and lascivious person. Despite this family history these people had not hesitated to apply for a license to board children.

In addition to problems such as those just described, there have also been various problems connected with actual administration of the law. When this new unit was organized, no accurate estimate of the volume of work to be done could be reached. Findings were based on the statistics of the five field nurses who, in addition to visiting wards of the Division of Child Guardianship, had also licensed boarding homes in which children under two years of age had been reported. It was decided that five field workers, two stenographers, two clerks and a supervisor would comprise a staff sufficient to carry on this work. Unfortunately, this was not the case. Because of the advisability of advancing slowly and making each investigation as thorough as possible, and because of the large number of homes reported, the five field workers were able to visit less than half the homes listed. It was deemed most important to investigate complaints and applications for licenses. Unquestionably there remain many homes in which children are boarded that we have been unable to reach.

The statistics for the year follow. (It must be remembered that the period covered was actually ten months--see above--and that for six months one field worker's position was vacant.)

Number of homes listed		3014
*Number of children listed		4133
Placed by agencies	1477	
Placed privately	<u>2656</u>	
	4133	
Number of homes visited		1392
**Total number of visits made		2486
Number of licenses applied for		657
Number of licenses granted	507	
Paid licenses	251	
Agency licenses	<u>256</u>	
	507	
Number of licenses refused	45	
Number of applications withdrawn	51	
Number of applications pending	<u>54</u>	657

*Twelve (12) children died during the year.

**This includes visits of investigation to Boards of Public Welfare, Boards of Health, pastors, doctors, agencies and other sources.

TUITION of CHILDREN under the CARE and CONTROL of the DEPARTMENT

Under the operation of General Laws, chapter 76, sections 7 to 10 inclusive, as appearing in the Tercentenary Edition, governing reimbursements by the Commonwealth for tuition and transportation of state wards in public schools, bills received from 264 cities and towns for the tuition and transportation of 5,140 children amounting to \$337,021.78 - viz., tuition \$305,303.88, transportation \$31,717.90 - were audited by the department and paid by the Treasurer of the Commonwealth during the year ending November 30, 1942. The location of the children was as follows:

Abington, 12	Chester, 20	Hanover, 4	Medford, 70
Acton, 29	Chicopee, 12	Hanson, 19	Medway, 58
Acushnet, 10	Clarksburg, 6	Hardwick, 16	Melrose, 26
Adams 4	Clinton, 39	Harvard, 10	Mendon, 7
Agawam, 7	Colrain, 8	Harwich, 1	Merrimac, 8
Amesbury, 5	Concord, 5	Hatfield, 1	Methuen, 14
Amherst, 34	Conway, 26	Haverhill, 44	Middleborough, 11
Andover, 4	Dalton, 3	Hawley, 9	Middleton, 2
Arlington, 35	Danvers, 14	Heath, 10	Milford, 35
Ashby, 4	Dartmouth, 9	Hingham, 14	Millbury, 23
Ashfield, 16	Dedham, 27	Hinsdale, 11	Millis, 10
Ashland, 11	Deerfield, 7	Holbrook, 9	Milton, 19
Athol, 10	Dennis, 8	Holden, 3	Monson, 22
Attleboro, 18	Dighton, 1	Holliston, 27	Montague, 18
Auburn, 2	Dover, 1	Holyoke, 34	Natick, 52
Avon, 1	Dracut, 27	Hopedale, 10	Needham, 3
Barnstable, 7	Dudley, 2	Hopkinton, 22	New Bedford, 50
Becket, 16	Duxbury, 2	Hudson, 59	New Braintree, 4
Bedford, 7	East Bridgewater, 14	Huntington, 9	New Salem, 5
Belchertown, 43	East Brookfield, 10	Ipswich, 1	Newburyport, 7
Bellingham, 30	East Longmeadow, 3	Kingston, 7	Newton, 75
Bellmont, 15	Easthampton, 4	Lakeville, 5	North Attleborough, 3
Berkley, 15	Easton, 40	Lancaster, 8	North Brookfield, 6
Berlin, 14	Erving, 14	Lanesborough, 3	Northampton, 17
Bernardston, 7	Everett, 37	Lawrence, 5	Northborough, 14
Beverly, 4	Fairhaven, 14	Leicester, 13	Northbridge, 14
Billerica, 41	Fall River, 11	Leominster, 30	Northfield, 3
Bolton, 15	Falmouth, 1	Lexington, 41	Norton, 4
Boston, 384	Fitchburg, 7	Leyden, 3	Norwell, 11
Braintree, 16	Foxborough, 33	Lincoln, 1	Norwood, 35
Bridgewater, 23	Framingham, 70	Littleton, 2	Oakham, 2
Brimfield, 16	Franklin, 45	Lowell, 160	Orange, 10
Brookton, 69	Freetown, 13	Ludlow, 12	Oxford, 38
Brookfield, 2	Gardner, 2	Lunenburg, 4	Palmer, 64
Brookline, 3	Georgetown, 10	Lynn, 36	Peabody, 7
Buckland, 24	Gill, 4	Lynnfield, 2	Pelham, 8
Burlington, 15	Gloucester, 3	Malden, 45	Pembroke, 19
Cambridge, 58	Grafton, 26	Manchester, 2	Pepperell, 4
Canterbury, 24	Granby, 28	Mansfield, 17	Petersham, 7
Carlisle, 1	Granville, 2	Marblehead, 4	Pittsfield, 12
Carr, 9	Greenfield, 25	Marion, 13	Plainfield, 12
Charlestown, 2	Groton, 9	Marlborough, 96	Plainville, 4
Chelsea, 7	Groveland, 7	Marshfield, 9	Plymouth, 13
Chelmsford, 33	Hadley, 19	Mattapoisett, 12	Plympton, 1
Chelsea, 8	Halifax, 4	Maynard, 2	Provincetown, 1
Cheshire, 25	Hampden, 18	Medfield, 10	Quincy, 65

Randolph, 47
Raynham, 19
Reading, 8
Rehoboth, 5
Revere, 28
Rochester, 12
Rockland, 12
Royalston, 4
Russell, 3
Rutland, 12
Salem, 7
Salisbury, 2
Sandisfield, 2
Sandwich, 4
Saugus, 30
Savoy, 8
Scituate, 5
Sharon, 20
Sheffield, 3
Shelburne, 8

Shrewsbury, 30
Somerset, 14
Somerville, 82
So. Hadley, 8
Southampton, 4
Southborough, 33
Southbridge, 15
Southwick, 12
Spencer, 11
Springfield, 38
Sterling, 16
Stoneham, 19
Stoughton, 53
Stow, 9
Sturbridge, 25
Swampscott, 3
Swansea, 18
Taunton, 41
Templeton, 13
Tewksbury, 11

Townsend, 8
Tyngsborough, 12
Upton, 7
Wakefield, 47
Wales, 6
Walpole, 17
Waltham, 27
Ware, 68
Wareham, 41
Warren, 15
Watertown, 17
Wayland, 9
Webster, 1
Wellesley, 23
Wendell, 6
West Boylston, 8
West Bridgewater, 11
West Brookfield, 18
West Newbury, 7
West Springfield, 12

Westborough, 18
Westfield, 24
Westford, 36
Westminster, 15
Weston, 2
Westport, 10
Westwood, 5
Weymouth, 44
Whitman, 10
Wilbraham, 5
Williamsburg, 14
Williamstown, 9
Wilmington, 44
Winchendon, 13
Winchester, 28
Winthrop, 2
Woburn, 178
Worcester, 44
Wrentham, 9
Yarmouth, 3

STATE BOARD OF HOUSING

SIDNEY T. STRICKLAND, CHAIRMAN

(See Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

Charles M. Davenport, Director
Walter C. Beil, Executive Secretary

(41 Mt. Vernon Street, Boston)

See Annual Report of the Trustees of the Massachusetts
Training Schools

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published separately.

**THE TOWNSBURY STATE HOSPITAL AND INFIRMARY,
TOWNSBURY**

C. Winthrop Foughton, M.D., Superintendent
Appointed March 5, 1942 to succeed
Lawrence K. Kelley, LL.B., M.D.

Provides infirmary care for needy persons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

See Annual Report of the Trustees of the Townsbury
State Hospital and Infirmary

**INFIRMARY DEPARTMENT AT THE STATE FARM,
BRIDGEWATER**

(Under the Department of Correction)

James A. Warren, Superintendent

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

See Annual Report of the State Farm

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MASSACHUSETTS HOSPITAL SCHOOL, CANTON

John E. Fish, M.D., Superintendent

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

See Annual Report of the Trustees of the
Massachusetts Hospital School

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

Charles A. DuBois, Superintendent

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

See Annual Report of the Trustees of the
Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR BOYS, QUINCY

Robert T. Grey, Superintendent
Appointed Feb. 1, 1942, Succeeding
George P. Campbell

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under eighteen may be admitted.

See Annual Report of the Trustees of the
Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

Miss V. Marion Hollins, Superintendent

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of commitment.

See Annual Report of the Trustees of the
Massachusetts Training Schools

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.

TABLE IV. Expenditures and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending November 30, 1941.

INSTITUTIONS	WEEKLY PER CAPITA		NET WEEKLY PER CAPITA	
	1943	Average for the Three Years 1939, 1940 and 1941	Total Receipts from Refunds or Balances	Net Cost to the Institution
Industrial School for Boys	\$208,697.08	\$14.80	\$882.08	\$208,145.00
Industrial School for Girls	180,912.86	11.70	404.80	180,408.06
Lyman School for Boys	806,897.86	17.08	1,743.86	805,913.70
Massachusetts Hospital School	249,224.91	21.07	759.68	248,465.23
Tencksbury State Hospital and Infirmary	1,871,933.86	10.94	9,189.13	1,862,744.15
Totals	\$3,200,436.78	-	\$12,709.02	\$3,187,726.76

TABLE V. - Payroll of the Five Institutions, showing total number employed for the Fiscal Year ending November 30, 1943.

INSTITUTIONS	AVERAGE MONTHLY EMPLOYED		AVERAGE MONTHLY COMPENSATION		WEEKLY PER CAPITA COST		NUMBER OF INMATES TO ONE EMPLOYEE	
	1943	1941	1943	1941	1943	1941	1943	1941
Industrial School for Boys	95.00	95.00	\$92.12	\$87.82	\$8.19	\$8.87	2.8	2.3
Industrial School for Girls	81.28	81.28	78.26	78.97	6.21	6.20	3.2	2.7
Lyman School for Boys	184.27	145.64	94.06	91.85	9.42	9.63	3.8	3.2
Massachusetts Hospital School	180.04	142.30	80.03	86.53	13.13	13.62	1.7	1.7
Tencksbury State Hospital and Infirmary	622.85	641.70	80.97	80.79	5.75	5.04	3.6	4.0
Totals	1,119.04	1,131.44	\$434.44	\$428.95	-	-	-	-

TABLE III. PART II. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1942 - Continued

INSTITUTIONS	FOR SPECIAL PURPOSES				Total
	Land	Buildings	Furnishing and Equipping	Miscellaneous	
Industrial School for Boys	-	-	-	\$1,450.78	\$1,450.78
Industrial School for Girls	-	-	-	-	-
Lyman School for Boys	-	-	\$10,139.95	5,838.18	15,978.11
Massachusetts Hospital School	-	\$1,800.00	-	-	1,800.00
Worcester State Hospital and Infirmary	-	-	632.98	25,000.00	25,632.98
Totals	-	\$1,800.00	\$10,772.93	\$25,288.94	\$44,861.47

TABLE III. PART III. - Summary of Expenditures for the Fiscal Year ending November 30, 1942 - Concluded

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Total
Industrial School for Boys	\$103,697.03	\$1,450.78	-	\$208,147.81
Industrial School for Girls	106,922.98	-	\$88.81	170,008.79
Lyman School for Boys	306,687.66	14,978.11	288.39	320,954.04
Massachusetts Hospital School	246,224.91	1,800.00	-	251,024.91
Worcester State Hospital and Infirmary	1,572,933.28	25,632.98	-	1,598,566.26
Totals	\$2,200,455.76	\$44,861.47	\$371.16	\$2,245,688.41

TABLE II. - Receipts of the Five Institutions during the Fiscal Year ending November 30, 1942.

INSTITUTIONS		FROM THE INSTITUTIONS				FROM THE TREASURY					
	Board and Care of Patients	Personal Services	Salaries	Meals	Other Receipts	Total	On Account of Maintenance	For Special Purposes	For Trust Funds	Total	Total Receipts
Industrial School for Boys	-	-	\$468.08	-	\$70.84	\$638.97	\$208,697.08	\$1,480.78	-	\$206,147.81	\$208,717.81
Industrial School for Girls	-	-	456.08	-	58.92	508.98	189,922.86	-	\$68.81	170,006.79	170,811.67
Lyman School for Boys	-	-	1,730.49	-	31.46	1,770.18	304,687.58	16,978.11	288.38	\$20,821.04	\$22,486.11
Massachusetts Hospital School	\$42,820.45	-	613.68	\$146.00	239.19	43,819.32	249,234.91	1,900.00	-	\$21,084.91	\$14,844.23
Tewksbury State Hospital and Infirmary .	161,832.20	-	6,104.34	1,981.45	1,173.48	171,191.61	1,872,933.28	25,432.58	-	1,896,868.86	1,469,767.32
Totals	\$224,482.65	-	\$9,464.57	\$2,187.48	\$1,808.33	\$287,613.00	\$2,300,435.78	\$44,861.47	\$371.18	\$2,245,668.41	\$2,435,212.81

TABLE III. - Part I. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1942.

MAINTENANCE

INSTITUTIONS	Personal Services	Religious Instruction	Travel, Transportation & Office Expenses	Food	Materials	Clothing and Household Supplies	Furnish- ings and Household General	Medical and Dental Care	Heat and Other Plants	Operation	Form	Garage and Repairs, and Grounds	Repairs and Renovations
Industrial School for Boys	\$111,098.86	\$2,000.00	\$2,145.53	\$16,998.28	\$8,568.56	\$6,877.65	\$3,653.31	\$26,319.16	\$16,508.90	\$1,603.08	\$4,569.84	\$9,045.84	\$9,045.84
Industrial School for Girls	68,731.62	1,697.88	1,436.43	18,131.56	8,864.91	7,073.74	3,002.40	23,910.46	10,844.27	1,074.66	3,176.66	2,000.00	2,000.00
Lyman School for Boys	189,819.34	2,048.96	2,740.69	28,160.61	10,991.00	6,224.26	6,224.13	43,339.79	19,293.64	2,361.82	6,187.67	7,632.83	7,632.83
Massachusetts Hospital School	186,261.28	1,100.00	2,084.64	22,663.21	4,374.06	4,611.24	6,824.18	32,487.06	10,880.48	1,218.90	2,941.08	3,469.99	3,469.99
Tewksbury State Hospital and Infirmary .	649,298.81	3,470.64	7,157.17	294,446.88	42,142.08	40,685.56	52,736.52	94,759.16	39,801.64	3,297.09	13,906.33	15,487.87	15,487.87
Totals	\$1,193,819.61	\$10,414.00	\$15,838.65	\$49,378.33	\$33,513.74	\$28,769.87	\$41,468.75	\$240,220.78	\$106,663.93	\$16,809.64	\$13,632.77	\$24,822.18	\$24,822.18

TABLE I. PART I. - Capacities and Population of the Five Institutions for the Fiscal Year ending November 30, 1940

INSTITUTIONS	Normal Capacity	Present Any One Time		Daily Average Number Present During the Year	
		Largest Number	Smallest Number	1941	1940

Industrial School for Boys.	334	323	219	260	227	268
Industrial School for Girls	174	301	230	274	234	228
Lyman School for Boys	388	392	208	344	321	340
Massachusetts Hospital School	260	201	150	227	246	242
Teksbury State Hospital and Infirmary.	3,426	2,490	2,005	2,231	2,448	2,736
Totals	4,714	3,717	2,092	3,336	3,474	3,921

TABLE I. PART II. - Inventory of the Five Institutions

INSTITUTIONS	Acres	Land	REAL AND PERSONAL ESTATE		Personal Property	Total Value
			Value	Buildings		
Industrial School for Boys.	992.29		335,423.80	4685,606.64	\$189,699.40	\$947,991.74
Industrial School for Girls	248.60		20,778.00	479,423.27	186,254.21	625,452.78
Lyman School for Boys	879.13		87,826.87	901,092.30	190,446.29	1,169,065.26
Massachusetts Hospital School	168.72		43,176.25	764,176.98	164,790.86	\$42,143.98
Teksbury State Hospital and Infirmary.	916.00		64,879.94	3,403,143.01	892,414.90	4,061,137.78
Totals	3,921.94		\$236,690.26	\$6,193,806.30	\$1,215,007.94	\$7,646,794.20

THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, Chapter 77, Section 2, the four county training schools for truants and habitual school offenders are subject to the visitation of this Department, which is required to report thereon in its annual report.

The names of the schools and the superintendents are as follows:

Essex County Training School, Lawrence, James R. Tetler
Hampden County Training School, Springfield (Feeding Hills)
Middlesex County Training School, North Chelmsford, Thomas F. Sullivan
Worcester County Training School, Oakdale (West Boylston) J. Earl Wotten

ESSEX COUNTY TRAINING SCHOOL

Lawrence, Mass.

Jan. 1, 1941	Boys attending school	No. 44
Jan. 1, 1942	Boys attending school	No. 49
	Discharged during 1941	No. 25
	Admitted during 1941	No. 20
	Full capacity	No. 71
	Budget appropriation for 1941	\$47,000.00
	Net expenditures for 1941	50,583.00
	Budget appropriation for 1942	53,000.00

RAMPDEN COUNTY TRAINING SCHOOL

Feeding Hills, Mass.

ARAWAK, MASS.

Jan. 1, 1941	Boys attending school	No. 29
Jan. 1, 1942	Boys attending school	No. 31
	Discharged during 1941	No. 17
	Paroled	No. 19
	Admissions during 1941	No. 34
	Full capacity	No. 60
	Budget appropriation for 1941	\$28,000.00
	Net expenditures for 1941	32,601.00
	Budget appropriation for 1942	31,000.00

MIDDLESEX COUNTY TRAINING SCHOOL

No. Chelmsford, Mass.

Jan. 1, 1941	Boys attending school	No. 119
Jan. 1, 1942	Boys attending school	No. 109
	Discharged during 1941	No. 120
	Admitted during 1941	No. 110
	Total capacity	No. 135
	Budget appropriation for 1941	\$77,000.00
	Net expenditures for 1941	82,579.00
	Budget appropriation for 1942	84,000.00

WORCESTER COUNTY TRAINING SCHOOL

Oakdale, Mass.

Jan. 1, 1941	Boys attending school	No. 54
Jan. 1, 1942	Boys attending school	No. 51
	Discharged during 1941	No. 46
	Admitted during 1941	No. 48
	Full capacity	No. 60
	Budget appropriation for 1941	\$32,230.00
	Net expenditures for 1941	34,549.00
	Budget appropriation for 1942	36,423.00

DEPENDENT MINOR CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

As required by chapter 121, section 6 of the General Laws, 143 cities and towns reported 2271 children (1256 boys and 1015 girls) supported outside of infirmaries on January 1, 1942 and July 1, 1942. These children were boarded in foster homes at rates varying from \$2.00 to \$10.00 a week, with the exception of 11% of the number reported who were placed in hospitals and institutions. The amounts most frequently reported, however, were \$3.50 and \$5.00 a week.

The cities and towns reporting and the number of children reported follow:

Acushnet, 2	Erving, 4	Montague, 1	Townsend, 1
Adams, 9	Everett, 8	Nantucket, 3	Uxbridge, 8
Agawam, 2	Fairhaven, 5	New Bedford, 46	Walpole, 1
Amherst, 2	Falmouth, 10	Newbury, 1	Waltham, 3
Andover, 6	Fitchburg, 5	Newburyport, 1	Wareham, 5
Arlington, 5	Foxborough, 1	Newton, 17	Warren, 3
Athol, 2	Frammingham, 6	Norfolk, 1	Watertown, 3
Attleboro, 3	Gardner, 14	North Attleboro, 1	Webster, 6
Barnstable, 13	Gloucester, 5	Northborough, 2	Wellesley, 3
Barre, 1	Grafton, 1	Northfield, 5	Westborough, 1
Bellingham, 5	Granville, 2	North Reading, 1	Westfield, 4
Belmont, 2	Great Barrington, 2	Norwood, 4	Westminster, 3
Beverly, 9	Greenfield, 2	Otis, 1	Westport, 5
Billerica, 3	Hadley, 2	Palmer, 4	W. Springfield, 9
Boston, 1342	Hanson, 1	Paxton, 1	Weymouth, 9
Bourne, 1	Hatfield, 2	Peabody, 4	Whately, 4
Braintree, 6	Holden, 1	Pelham, 2	Whitman, 3
Bridgewater, 1	Holliston, 1	Pembroke, 1	Wilbraham, 2
Brockton, 21	Holyoke, 9	Phillipston, 5	Williamstown, 1
Brookline, 15	Hull, 2	Pittsfield, 2	Winchendon, 15
Cambridge, 16	Ipswich, 1	Plainville, 2	Winchester, 6
Carver, 6	Lancaster, 1	Plymouth, 4	Winthrop, 1
Charlton, 5	Lawrence, 4	Quincy, 3	Woburn, 4
Chatham, 1	Leominster, 12	Randolph, 2	Worcester, 202
Chelmsford, 1	Lexington, 1	Raynham, 1	Yarmouth, 1
Chelsea, 5	Lowell, 26	Reading, 4	
Cheshire, 4	Ludlow, 3	Rochester, 2	
Chesterfield, 1	Lunenburg, 1	Rockland, 3	
Chicopee, 4	Lynn, 28	Salem, 35	
Clarksburg, 1	Malden, 14	Seekonk, 2	
Conway, 3	Marblehead, 1	Somerville, 22	
Dalton, 1	Marion, 7	South Hadley, 1	
Danvers, 6	Medford, 10	Southbridge, 2	
Dartmouth, 1	Methuen, 1	Springfield, 20	
Dedham, 8	Middleborough, 5	Stoneham, 7	
Dracut, 6	Middleton, 3	Sutton, 2	
Easthampton, 1	Milford, 3	Taunton, 16	
East Longmeadow, 1	Milton, 3	Tewksbury, 2	
Edgartown, 1	Monson, 5	Tisbury, 2	

2271

THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS
FOR FAILURE TO MAKE
THEIR RETURNS OF POOR RELIEF DURING THE MONTH
OF APRIL, 1942

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of the cities and towns which failed to make their returns of poor relief during the month of April, 1942, together with the amount of penalty incurred in each instance as follows: Bellingham, \$7.00; Berkley, \$4.00; Hatfield, \$9.00; Ipswich, \$4.00; Natick, \$6.00; Northboro, \$149.00; Norton, \$16.00; Richmond, \$2.00; Sheffield, \$4.00; Sudbury, \$12.00.

PRIVATE CHARITABLE CORPORATIONS

Arthur G. Rotch, Commissioner

Supervisors

Miss Florence G. Dickson

Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending November 30, 1942, 48 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 48 applications including 6 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 47 applications as listed below. Forty-three (43) of these petitions have been granted and charters issued, while 4 have been refused.

Anti-Vivisection Society of America, Inc.
Attleboro War Chest Inc.
Beneficiary Trust, Incorporated
Beverly Camp Rotary, Inc.
Beverly Community Fund, Inc.
Chicopee Community Nursing Association, Incorporated
Civic Center, Inc.
Community Chest of Taunton, Inc., The
Community Fund of Salem
Dartmouth Defense and Health Corps, Inc.
Dilboy Memorial Home, Inc.
Easton Nursing Association, Inc., The
East Wilmington Improvement Association, Inc.
Eaton Foundation, Inc., The
Ella Lyman Cabot Trust Incorporated, The
First Region Council of the Citizens Committee for the Army and Navy, Inc
Fitchburg Chapter Yankee Division Veterans Association, Inc.
Francis Ward Paine Foundation, Inc.
Girls Service League, Inc.
Haverhill Community Chest
Hebronville Community Association Incorporated
Kopalgored Ladies Auxiliary, Inc.

Ladies Auxiliary of the Virgin Mary of Sorrows Society of Mirabella
 Eclana of East Boston for Mutual Aid and Benefit, Inc.
 Laymen's League Against Epilepsy, Inc.
 Lottafun School Day Camp and Nursery, Inc.
 Massachusetts Men's Club, Inc.
 New Bedford Defense and Health Corps, Inc.
 Ostro Hebrew Marshoe Society, Inc.
 Pre-School Dental Clinic, Inc.
 Professional Golfers' Association--New England Section--Caddy Educational
 Fund Inc.
 St. Anthony Club of North Woburn, Inc.
 Saint Takla Society of Daraya, Damascus, Syria, of Boston, Mass. Inc.
 Shelburne Falls Community House, Inc.
 Springfield Nutrition Service Bureau, Incorporated
 Springfield War and Community Fund, Incorporated
 Squadron Welfare Board Inc.
 Sunderland Road Community House, Inc.
 Swedish-American Drive Wings for Norway of New England, Inc., The
 Thrift Center, The
 United Lebanese-American Catholic Association of Lowell, Mass., Inc.
 United Nations Relief Fund, Inc.
 U. S. O. Greater Boston Soldiers & Sailors Committee, Inc.
 Visiting Nurse Association of Dover, Medfield & Norfolk, Inc.
 War and Community Chest, of Holyoke, Massachusetts, Inc.
 West End Ladies Gmlas Chesed Association, Inc.
 West Hill School, Inc.
 Worcester District Community Center for Aiding Transfusions, Inc.

Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 201 inspections involving many consultations and visits to institutions.

There have been 827 inquiries regarding particular charities and general matters related to the field of private charity.

Number and Classification of Incorporated Charities in Massachusetts

Of the 1,431 charitable corporations which made returns to this department during 1942, 133 are homes for the aged; 139 are hospitals, sanatoria and other institutions for the sick; 149 are nursing societies and other health agencies; 276 are agencies giving family service and relief; 136 are child-serving agencies; 192 are youth agencies; 95 are settlements and neighborhood centres; and 110 are federations, foundations, and community chests. The remaining 201 form a miscellaneous group chiefly civic or eleemosynary in their nature.

Annual Reports of Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and

ther provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for the last year are given on the following pages. The tracts are arranged by towns in alphabetical order under each town.

An analysis of the returns made in 1942 showed the total property, real and personal, of all these charities to be \$409,173,581. Subscriptions and donations amounted to \$24,028,638. Earnings and refunds, including receipts from beneficiaries, were \$32,287,204. Receipts from interest and dividends on investments totaled \$9,930,511. Legacies were received to the amount of \$4,707,147. Total current receipts were \$65,114,350. Total current expenditures were \$63,603,184. Total paid for salaries and wages amounted to \$25,228,035.

Corporations Dissolved

In 1942, 19 corporations were dissolved by a decree of the Supreme Court. The following:-

Barnstable Massachusetts Committee for the Care of Children from
Barnstable England, Inc., The
Beverly Hebrew Community Center, Inc.
Christopher Shop, Inc., The
Durant Incorporated, The
Fall River Rescue & Gospel Mission, Inc.
Fraternité Franco-Américaine, Worcester Branch, Inc.
Friends of Young Judaea, Inc.
Haverhill Hebrew Sheltering Home, Inc.
Helping Hand Society "Dania"
H. H. Legge Relief Corps #153, Incorporated
Keith Fund, Inc.
Lithuanian Old Folks of New England, Inc.
Massachusetts Tents Building Christian and Charitable Association For
Women Under The Jurisdiction Of The Eastern District No. 3, The
Memorial Hospital Corporation
Norwegian Seamen's Mission of New England
Rotary Club Education Fund of Peabody
Watertown Associated Charities, The
Winthrop Hebrew Community Association, Inc.
Young Men's Christian Association of Milford

Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November 1st. Approximately 75 foreign corporations are complying with the law.

No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization agency. This rule is absolute, regardless of the known standing of any such ety. Inspection and the publication of the annual return in this volume do mean approval; on the contrary, inspection may mean the discovery of condiss calling for condemnation. No agency is warranted, therefore, in using the of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.

FOR ABSTRACTS FROM
FINANCIAL REPORTS OF CHARITABLE CORPORATIONS

Call at Office of
Supervisors of Incorporated Charities

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CITY AND TOWN INFIRMARIES

G. Frank McDonald, Supervising Inspector of Infirmaries

EXHIBIT I

Laws Relating to Infirmaries
(General Laws, Chapter 47; Tercentenary Edition)

For the information of boards of public welfare, superintendents of infirmaries and others concerned, certain laws relating to infirmaries are here summarized.

The Department of Public Welfare is required to visit annually all city and town infirmaries, and to include in its annual report a statement of their condition and management, with its suggestions and recommendations relative thereto. (General Laws, Ch. 121, Sect. 7.)

The superintendent of every infirmary must keep a register, in the form prescribed by the Department of Public Welfare, of the names of the persons received and committed, the cities or towns to which they belong, and the dates of their reception and discharge. (General Laws, Ch. 47, Sect. 8.)

Every inmate of an infirmary able to work shall be kept diligently employed in labor. If he is idle and does not perform such reasonable task as is assigned, or if he is stubborn and disorderly, he shall be punished according to the orders and regulations established by the directors. (General Laws, Ch. 117, Sects. 21 and 22. See also opinion of Attorney-General given to State Board of Charity, November 21, 1904.)

The only children who can be lawfully supported in a city or town infirmary for a period of more than two months are: (1) those who are so defective in body or mind as to make their retention in an infirmary desirable; (2) those who are under two years of age; and (3) those who are under three years of age, with mothers who are infirmary inmates and suitable persons to aid in taking care of them. In cases of failure of boards of public welfare to remove children illegally in infirmaries, the Department of Public Welfare is required to remove them and provide for them otherwise, at the expense of the city or town concerned. (General Laws, Ch. 117, Sects. 36-38.)

Provision is made that tramps and vagrants, if physically able, shall perform labor of some kind, and shall be lodged under conditions prescribed by the State Department of Public Health. (General Laws, Ch. 117, Sect. 20.)

The Department of Public Welfare is authorized to advise with and assist local boards of public welfare in preparation of plans for infirmary buildings. (General Laws, Ch. 121, Sect. 38.)

INSPECTION OF INFIRMARIES

There are in Massachusetts 98 infirmaries. As required by law, every infirmary has been visited at least once by the department's inspector.

Recommendations are made at the time of inspection where need of improvement is obvious.

Attention is directed to the fact that the Department has not the power to enforce recommendations. The Statutes provide that the Department visit an infirmary and as a result of such visit make such suitable recommendations to the Welfare Board of cities and towns as would be necessary.

INFIRMARIES CLOSED

During the past year the infirmaries at Duxbury, Hudson, Gardner, Hingham, Pembroke and Sutton closed.

NEW CONSTRUCTION

There have been no new infirmaries constructed during this year. Improvements have been made in a great many infirmaries to their present structures.

INFIRMARY VISITORS

The infirmary visitors are local residents, giving their services under the Commissioner's appointment. Those in office now are: Andover, Mrs. Frank L. Brigham; Boston, Miss Theresa M. Lally; Easthampton, Mrs. M. J. O'Neill; Fall River, Mrs. Joseph E. Barre; Fitchburg, Mrs. T. R. Shea; Greenfield, Mrs. Henry F. Nash; Holyoke, Mrs. John M. James; Malden, Mrs. Catherine A. Lovejoy and Mrs. Ellen Woolfson; Manchester, Mrs. Grace L. Porter; Marlboro, Mrs. L. H. Tourtellotte; Montague, Mrs. Richard R. Lyman; Nantucket, Miss Mildred H. Brooks; Newburyport, Mrs. Frederick Tigh; North Adams, Miss Ione Northrup; North Attleborough, Mrs. Henrietta W. Livingston; Northampton, Miss Clara C. Allen; Somerville, Mrs. Marguerite E. Kauler; Springfield, Mrs. Laura H. Congdon and Mrs. Katherine R. Hatch; Townsend, Mrs. James H. Bennett; Waltham, Mrs. Anna Fogg; Warren, Mrs. Edna Deland.

IMPROVEMENTS

Adams, the men's dormitory front room floor was covered, a drinking fountain installed and all beds repainted. In the main building six rooms and bath were repapered and painted, new plaster ceiling, two floors sanded and varnished, new light fixtures, ladies' parlor painted, papered and linoleum laid, heating system repaired, and new extinguishers purchased. Amesbury, the entire building was painted outside. Athol, ordinary repairs, some papering and painting together with new linoleum. Barre, new boiler, new plumbing and general repairs were done. Billerica, repairing of barn roof, also small carpentering and painting jobs to keep property up. Rewiring part of house and barn in order to put in 220 Volt system. Braintree, remodeled large living room, also laid new oak floor, changed plumbing system, put in two new radiators, changed lighting, new lights, new wall board all around room, papered and calcimined ceiling. Papered and calcimined ceiling in office, papered and calcimined ceiling in reception room. Brockton, since the beginning of 1942, we have equipped a room at the City Infirmary to be used as a small operating room and laboratory, where the doctor can give much better care to minor injuries than he could prior to its installation, diet system also improved. Concord, did some plastering, put in new floor and did some electric wiring. Fairhaven, painted and varnished two large sitting rooms, also two bedrooms, new BX wiring in kitchen, new sink bowl in men's bathroom. Fall River, painted and papered inside of Superintendent's home, painted outside, reshingled garage, renewed slate stair treads, replaced return pipelines in basement, rebricked one tubular steam boiler, installed metal hoods over all steam cooking utensils in kitchen,

rebuilt windows in children's home, repainted entire first floor of main building, installed new reception room for nurses on third floor. Falmouth, only ordinary repairs during year. Greenfield, electrical work. Haverhill, general repairs on house and out buildings. Boston, (Long Island) improvements to diet kitchen and lavatories on wards; new 1200 ampere generator installed; repairs made to roofing; bakery completely remodelled with new ovens, purchase of electric slicing machine, new moulder, new mixer and two new proofers; flour chute installed into flour storeroom for more convenient transfer of flour bags from truck to storeroom; new frigidaire purchased for wards; new metaline instrument cabinet for dental office; new portable electro-surgical unit; new set of urological instruments; new electro-photometer, incubator, and automatic precision microtome for Path. Lab.; preparations made for blackouts, casualty stations equipped, and air raid shelters provided; repairs to roof leaders in kitchen; extensive repairs to brick work on six boilers in power house; installation of new pressure fire pumps; extensive repairs to fire apparatus; extensive repairs to S.S. O'Meara used for transportation of patients and employees from the institution to the mainland. Lowell, Dispensary installed. Marblehead, repairs on roof of infirmary, repairs on pipes, funnel gauge, new stove. Medford, painting inside, pipes repaired. Middleboro, buildings painted, barn shingled, new silo erected. Newburyport, built two sink closets in kitchen, 10 overall screens, repaired icechest door and casing, new stools and casings for eleven windows, painted side walls, ceiling and woodwork in 18 rooms and three floors in men's quarters, painted 70 windows on outside of building, painted fire escape, laid 2 new floors, new ceiling in boiler room, metal lath and plaster, painted two halls and stairways in men's quarters, built new porch and stairway to kitchen entrance, painted porch. Newton, painted outside of building. North Adams, painted, papered and repaired fourteen rooms, built twenty lockers for men, installed shower room. North Andover, steel post in vegetable cellar, new floor in barn, sand gravel and lumber, repair flush closet, replaced defective piping under bathroom floor, new floor in bathroom and hall, screened one-half porch, rebuilt chimney and cleaned all four. North Brookfield, complete new heating system, new silo erected, new addition to barn and necessary equipment installed, linoleum laid over entire first floor, ceilings done, lighting system and eaves of the house, repairs in milkroom, new machinery purchased for farm. Pembroke, a few minor repairs. Pittsfield, barn and all sheds attached were painted, new linoleum laid in kitchen of main house, general repairs to plumbing, heating, lighting and to the buildings and equipment. Rockland, installed new steam boiler and stoker, added new radiator, rebuilt chimney, painted 17 bedrooms, one hallway, stairway, replaced curtains where needed, minor repairs on plumbing, laid new floor in men's bathroom, new shelves in vegetable room, new hen house. Salem, some painting and general repairs, heating and plumbing repairs, barns repaired. Somerset, general repairs. South Hadley, living quarters for help painted and papered, living quarters for inmates painted and woodwork scrubbed, floors and beds repainted. Taunton, repairs to plumbing, electrical repairs, heating repairs. Uxbridge, floors sanded and refinished, buildings painted, repaired, steam boiler repaired, radiators changed, porch floors repaired and new linoleum laid. Waltham, new steam valves on all radiators, new ten bed ward put on infirmary, smoking room enlarged and general repairs. Webster, new sewerage system. Westfield, refrigerator unit overhauled, new sliding doors on barn, beds repainted, floors levelled, scraped and oiled, stairs scraped and varnished, new eaves, troughs and drains, tin roofs painted, windows repaired and refitted, garage painted, two old buildings taken down and ground graded and seeded to lawn, 8 new dining tables installed. Winchendon, repairs to piazza, new floor coverings, building repairs.

Woburn, covered three outhouses and fixed them for working places in stormy weather, painted men's dining room, kitchen pantry, two bathrooms and six rooms, altered toilets and puttied all windows. Charlton, built a repair and paint shop, painted barn, painted 12 rooms in house.

TABULATED INFORMATION RELATING TO INFRARIES - 1942

G. FRANK McDONALD, SUPERVISOR

TOWNS AND CITIES	SUPERINTENDENT	SALARY	TOTAL ACRE- AGE	VALU- ATION	NET COST	LAR- GEST NUM- BER	POPULA- TION ON INSP- CTION
Adams	Walter Badala	\$1,451.	360	\$20,350.	\$8,000.	19	15
Amesbury	Joseph Ryan	1,100.	52	9,000.	6,968.	20	14
Andover	Bertha W. Thornton	1,000.	1	46,663.	9,283.	12	11
Athol	Justin E. Welch	1,219.	142	22,000.	8,428.	21	16
Attleboro	A. D. Hoyle	900.	118	11,500.	6,438.	24	19
Ayer	W. A. Beal	1,080.	65	14,350.	3,200.	5	3
Barnstable	George Hughes	1,800.	25	15,500.	7,531.	15	10
Barre	Erna Davis	1,200.	200	9,000.	5,030.	6	6
Beverly	George D. Batchelder	1,400.	7	64,625.	16,356.	50	36
Billerica	Fred W. Young	1,200.	110	7,250.	6,035.	8	6
Boston	Dr. James W. Sacchetti	4,500.	167	3,540,000.	808,345.	1398	1165
Braintree	Patrick Donahue	1,500.	73	82,500.	4,534.	15	12
Bridgewater	Mary Amber	960.	70	5,300.	2,187.	5	3
Brookline	Edward T. Corson	2,235.	160	208,500.	51,249.	98	87
Brookline	Elizabeth McMahon	500.	2	28,500.	11,603.	20	11
Cambridge	William C. Conway	2,350.	6	600,000.	68,576.	200	171
Chelmsford	Sinat Simard	900.	45	11,400.	4,035.	6	5
Chilcope	August D. Paulhus	1,800.	17	215,000.	29,228.	114	99
Clinton	Ethel Kittredge	1,040.	15	51,000.	6,870.	22	15
Concord	Herbert L. Peterson	1,200.	74	19,500.	3,252.	7	5
Dartmouth	Fred Payson	1,200.	62	34,129.	4,252.	10	8
Dedham	John C. Mulhern	1,560.	6	27,200.	7,973.	29	20
Easthampton	Leonard D. Kingston	1,500.	220	28,000.	7,457.	24	14
Fairhaven	John Barcellios	1,042.	16	19,400.	4,846.	24	9
Fall River	Thomas H. Frier	2,225.	11	139,400.	74,686.	235	198
Falmouth	Andrew Davis	1,122.	2	24,500.	3,016.	9	7
Fitchburg	John J. Murray	1,850.	47	53,000.	16,500.	67	48
Franklin	Walter R. Adams	1,800.	122	13,500.	8,553.	17	14
Gloucester	Leland Wolfe	1,250.	10	69,200.	22,000.	53	43
Greenfield	Harry E. Smith	1,400.	150	20,000.	6,553.	25	17
Haverhill	Jessie Hall	720.	5	1,150.	2,500.	5	4
Hingham	William W. Savage	2,000.	125	196,000.	46,207.	131	101
Holyoke	Bertha Harper	1,200.	18	31,858.	3,923.	11	0
Lawrence	Thomas W. Murphy	1,900.	86	155,000.	46,608.	151	100
	T. H. Shine	2,500.	37	500,000.	151,000.	334	259

Leominster	William Neunier	1,600.	96	101,000.	12,624.	37	26
Lowell	Arthur G. De Lorne	1,800.	50	251,750.	87,444.	384	271
Lynn	Victor Pridolpe	1,400.	35	272,650.	39,000.	112	106
Malden	James McFadden	2,000.	10	113,200.	18,795.	81	45
Manchester	James W. Andrews	1,250.	10	21,500.	4,472.	8	6
Mansfield	Ralph L. Williams	1,581.	91	25,000.	4,576.	13	9
Marblehead	John W. Kelley	1,500.	67	36,520.	7,273.	14	10
Marlboro	Lester Baker	1,200.	10	57,200.	8,500.	32	26
Mattfield	Ada W. Nightingale	855.	40	18,000.	6,264.	12	11
Medford	John G. Rogers	2,100.	16	51,300.	9,317.	35	35
Methuen	Grace D. Stevens	1,200.	1	30,000.	11,900.	33	27
Middleboro	Ernest Crowell	1,200.	80	40,700.	11,490.	29	24
Milford	G. Osterman	1,500.	125	40,000.	8,730.	46	40
Mendon	Seymour Freeman	1,020.	212	4,000.	5,610.	12	7
Montague	Henry O'Connell	1,080.	100	7,000.	4,450.	14	4
Nantucket	Samuel Burchell	1,480.	5	23,900.	5,439.	12	9
New Bedford	Catherine E. Brown	675.30	79	416,250.	55,737.	159	141
Newburyport	Dudley Currier	1,200.	74	64,000.	10,000.	55	29
Newton	John Ewart	1,950.	35	83,000.	11,494.	27	19
North Adams	Edmond Hinkell	1,774.	300	35,000.	8,410.	41	37
North Andover	Richard Heider	1,200.	125	15,000.	4,594.	7	5
North Attleboro	Wallace S. Grant	1,200.	66	35,500.	6,987.	31	17
No. Brookfield	Charles Coburn	1,200.	126	23,700.	9,416.	25	23
Northampton	Merville H. Stone	1,144.	20	35,776.	10,032.	11	11
Northbridge	Klaus Dykstra	1,600.	85	14,297.	10,514.	35	26
Oxford	William H. Hatfield	900.	245	10,000.	6,965.	13	8
Palmer	Morris F. Lanier	1,500.	150	16,600.	4,016.	10	9
Peabody	Charles Reynolds	1,600.	85	82,100.	18,725.	70	55
Pembroke	Charles P. Howe	480.	67	7,000.	4,266.	6	5
Pittsfield	William T. Griffin	1,980.	184	117,450.	22,580.	85	59
Plymouth	Russell L. Dickson	878.	10	17,800.	6,080.	19	15
Provincetown	Edna Tashra	600.	3	10,000.	3,208.	10	4
Quincy	William Walsh	1,300.	1	7,000.	7,197.	36	27
Randolph	John H. Marcille	1,456.	18	12,800.	4,300.	8	6
Rockland	Earl H. Wyatt	1,020.	16	15,855.	2,500.	19	10
Rockport	George F. Parsons	700.	4	14,500.	18,816.	5	5
Salem	William T. Jeffrey	1,600.	44	88,000.	4,710.	79	66
Saugus	Fred J. Sellick	1,200.	180	69,300.	2,017.	19	16
Somerset	Mary Fleck	600.	55	37,500.	4,489.	4	4
Somerville	Herman M. Reynolds	2,500.	29	230,400.	14,489.	85	59
South Hadley	Ramney Isabelle	780.	30	10,500.	2,505.	6	5
Southbridge	Paul Beauregard	1,800.	2	18,000.	6,000.	23	15
Spencer	Harry Wilson	5,000.	190	14,100.	3,974.	14	8
Springfield	William J. McCann	3,000.	12	147,751.	117,958.	296	215
Stearns	William P. Rolfe	1,700.	18	32,725.	9,975.	25	21
Sturbridge	Earl Morey	1,005.	60	12,386.	2,254.	8	8

Taunton	Clarence E. Shove	1,500.	110	93,984.	20,326.	51	43
Townsend	Otto Hyvarinen	800.	195	9,400.	2,475.	8	7
Uxbridge	Herman Nydam	1,000.	65	12,000.	5,936.	19	15
Waldfield	Jeremiah J. Peck	1,560.	47	12,000.	7,888.	19	14
Waltingham	Leon C. Hoyt	1,900.	13	91,500.	18,825.	68	59
Ware	Darius Demers	1,440.	54	25,000.	3,320.	11	8
Wareham	Frank Butland	500.	5	6,850.	2,456.	5	3
Watertown	Harry J. York	1,000.	5	46,734.	4,940.	16	13
Webster	Hecker Patenaude	1,800.	217	22,220.	7,814.	38	32
Westfield	R. T. Carrier	1,200.	123	42,000.	8,600.	40	28
Westport	Leo Cornell	1,200.	100	12,500.	7,303.	10	10
Weymouth	Margaret P. Costa	1,800.	42	5,000.	3,315.	7	6
Winchendon	Fred P. Tolman	1,080.	40	42,800.	6,400.	18	8
Woburn	John R. Priest	1,320.	18	22,400.	6,973.	21	21
Worcester	Thomas J. Curran	4,150.	25	19,500.	5,180.	35	21
	Klery E. Royal		495	573,322.	159,640.	310	250

CHARLTON ASSOCIATION

Charlton							
Ashburnham							
Auburn							
Berlin							
Boylston							
Brookfield							
Hardwick							
Holden							
Leicester							
Killbury							
New Braintree							
Oakham							
Princeton	H. D. Sergeant	1,800.	510	26,000.	13,643.	43	41
Rutland							
Sterling							
Warren							
West Boylston							
Westminster							
East Brookfield							
Holland							
Dana							
Hubbardston							
West Brookfield							
Paxton							

STATISTICS OF POOR RELIEF

Number Relieved

Table I shows the number supported or relieved by the cities and towns in the Commonwealth during the year ending March 31, 1942. All persons are included, regardless of settlement. The total number receiving aid in any form was 402,725. Of this number, 185,148 were aided on account of unemployment. The remainder, 217,577, were aided as follows:--13,202 in institutions and 46,918 outside, either in private families or in their own homes. Of the persons aided in institutions, 7,923 were relieved in the city or town infirmaries, leaving 5,279 who were cared for in other institutions. Of the outside aid, 6,836 were aided in private families, while 40,082 were assisted in their own homes. This last figure comprises practically all city and town aid usually known as local public outdoor relief except 55,714 aid to Dependent Children and 101,743 Old Age Assistance recipients.

Cost of Relief

The funds expended by the cities and towns in the Commonwealth for all poor relief within their respective fiscal years are shown in Table II. The aggregate is classified as "ordinary" or maintenance, and "extraordinary", or special. With the ordinary expenditures are shown the receipts on account of maintenance and the difference is shown under the heading of "net ordinary expenditures". Expenses in Institutions and outside come under ordinary expenditures. The subdivision follows the classification in Table I regarding the nature and place of aid.

The grand total in Table II shows an aggregate expenditure of \$62,121,570.23. Of this sum, \$62,102,805.69 was ordinary outlay, or maintenance, a decrease of \$6,943,590.78 from last year; the remainder, \$18,764.54, was expended for improvements at the city and town infirmaries. Of the money expended for maintenance, \$2,439,217.31 was for infirmary care and \$1,487,762.93 for relief in other institutions. These amounts represent a decrease of \$243,642.00 from last year for institutional relief. Care in private families cost \$789,162.57 and relief in recipients' own homes amounted to \$13,599,693.32. The total of these two figures shows a decrease of \$7,880,592.68 from the previous year.

The sum of \$32,176,124.09 was expended for Old Age Assistance, an increase of \$1,207,856.56 over last year. The sum of \$8,825,734.20 was expended for Aid to Dependent Children, representing a decrease of \$7,324.69.

The cost of administration of general relief, including salary and office expenses of the local public welfare boards came to \$2,825,111.27, showing a decrease of \$19,887.97. The total receipts on account of ordinary expenditures were \$37,303,732.34, classified as receipts on account of infirmaries, \$249,609.00 and all other, \$37,054,123.34. Subtracting receipts from total expenditures leaves \$24,799,023.35, net ordinary expenditures.

**LAWS AFFECTING THE DEPARTMENT
PASSED BY LEGISLATURE OF 1942**

**Chap. 9--AN ACT PROVIDING FOR THE ESTABLISHMENT
IN THE STATE TREASURY OF A SURPLUS COMMODITY STAMP
TRUST FUND AND REGULATING THE ADMINISTRATION
THEREOF.**

Approved January 31, 1942
